

POLICY ANALYSIS EXERCISE

TRAINING FUTURE LOCAL MAYORS TO ADVANCE GENDER EQUALITY AND WOMEN'S RIGHTS IN BOGOTÁ

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APRIL 7, 2020

Client: Representative Juanita Goebertus' Legislative Unit
Es Con Acciones, Escuela de Participación Política

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Submitted in partial fulfillment of the requirement for the degree of Master in Public Policy

Expected graduation date: 05/27/2020

This policy analysis exercise reflects the views of the author and should not be viewed as representing the views of Representative Goebertus' Legislative Unit, those of Es Con Acciones, nor those of Harvard University or any of its faculty.

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ABBREVIATIONS

CCM: *Consejo Consultivo de Mujeres* (Women's Consulting Council)
CIDGL: *Comisión Intersectorial de Desarrollo y Gestión Local* (Intersectoral Commission for Local Development and Management)
CIOM: *Casa de Igualdad de Oportunidades para las Mujeres* (House for Equal Opportunities for Women)
CLG: *Consejo Local de Gobierno* (Local Government Council)
CLM: *Consejo Local de Mujeres* (Local Women Council)
CLP: *Consejo de Planeación Local* (Local Planning Council)
CLS: *Consejo Local de Seguridad* (Local Security Council)
COLMYG: *Comité Operativo Local de Mujer y Género* (Local Operational Committee for Women)
CONFIS: *Consejo Distrital de Política Económica y Fiscal* (City Council for Economic and Fiscal Policy)
CTPD: *Consejo Territorial de Planeación Distrital* (Territorial Council for Local Planning)
DSFCO: *Subsecretaría de Fortalecimiento de Capacidades y Oportunidades* (Undersecretary for Capacity Building and Opportunities)
DTDP: *Dirección de Territorialización de Derechos y Participación* (Direction of Territorialization of Rights and Participation)
ECA: *Escuela Es Con Acciones* (It Is With Actions)
EOB: *Estatuto Orgánico de Bogotá* (Organic Statutes of Bogotá)
FDL: *Fondos de Desarrollo Local* (Local Development Funds)
JAL: *Junta Administrativa Local* (Local Administrative Board)
OMEG: *Observatorio de Mujer y Equidad de Género* (Observatory for Women and Gender Equality)
PDD: *Plan de Desarrollo Distrital* (City Development Plan)
PDL: *Plan de Desarrollo Local* (Local/District Development Plan)
PIOEG: *Plan de Igualdad de Oportunidades para la Equidad de Género* (Plan for Equal Opportunities and Gender Equality)
POT: *Plan de Ordenamiento Territorial* (City Master Plan)
PPMyEG: *Política Pública de Mujer y Equidad de Género* (Public Policy for Women and Gender Equality)
PRIDM: *Pacto para el reconocimiento y la inclusión de los derechos de las mujeres* (Compact for the recognition and inclusion of women's rights)
PVS: *Plan de Visión Estratégica* (strategic Vision Plan)
SDG: Sustainable Development Goals
SDM: *Secretaría Distrital de la Mujer* (Secretariat of Women)
SG: *Secretaría Distrital de Gobierno* (Secretariat of Government)
SIS: *Secretaría de Integración Social* (Secretariat of Social Integration)
SP: *Secretaría Distrital de Planeación* (Secretariat of Planning)
SS: *Secretaría de Salud* (Secretariat of Health)

KEY TERMS

City: Capital District of Bogotá (*Distrito Capital*).

City Mayor: Mayor of the City of Bogotá. In Spanish, *Alcalde(sa)* Mayor de Bogotá.

Districts: 20 parts (*localidades*) in which the city is divided. Throughout the document, district level is the same as local level. Districts should not be confused with *Distrito*.

Mayors: Local Mayors (i.e. Mayors of the 20 Districts of Bogotá). *Alcaldes(as) Locales o Menores*.

Secretariat: Refers to city-level Ministries in charge of specific policy areas

Territorialization: Refers to the practice of adapting city-level policies to the districts level.

EXECUTIVE SUMMARY

With the goal of empowering citizens to participate in politics, Congresswoman Juanita Goebertus and City Councilor Diego Laserna launched *Es con Acciones (ECA)*, a political innovation school. ECA established a capacity-building program for citizens who are willing to participate in politics at the local level in Bogota, in particular as Local Mayors¹ in the 20 Districts of the city.

Despite political, normative and social progress in this front, gender inequality is a persistent challenge for Bogota and its districts. Local governments can play a key role in advancing women's rights and building a city where women can live and thrive with equal opportunities. With that in mind, this PAE included a gender equality component to ECA. The main goal of this work is to provide future Mayors participating in *Es Con Acciones* with tools, training and knowledge to understand the challenges and barriers that women and girls face in Bogota, and implement policies that tackle gender inequality.

To achieve this, I split the work into two components:

ANALYSIS: Gender equality policy at the city and local levels in Bogota

- Methodology: I reviewed existing literature on local government and gender equality; analyzed existing policies, norms and institutions around gender equality in Bogota; and ran interviews with experts, government officials at the city level, outgoing Mayors and members of feminist and women's organizations.

ACTION: Develop a training for future Local Mayors on gender equality and women's rights

- Methodology: Based on the findings of the analysis, I created a workshop for ECA participants, developed guidelines to inform their Local Development Plans, and advised them individually throughout the election process.

The results of this work are displayed in four sections and a conclusion. The first section provides an introduction to ECA and the research questions. The second gives background on local government and gender equality, and explains how local government functions in Bogota. The third and fourth sections correspond with the analysis and action components. These sections answer four guiding questions.

ANALYSIS 1: *How does the women's sector function in Bogota?* This chapter provides a brief history of Gender Equality Policy and the role of women's organizations, describes the institutional structure of the women's sector, explains how the budget works, outlines the main policies and normative frameworks.

¹ Refers to *Alcaldes Locales* o *Alcaldes Menores*. From now on, I will refer to Local Mayors as Mayors. Not to be confused with the City Mayor/Mayor of Bogota. Find more details about the structure of the governance structure of Bogota in section 2.2.

ANALYSIS 2: What is the status of Political Participation of Women in the District Government? This chapter briefly describes and analyzes women's political participation and representation as decision-makers at the district level, finding that they are underrepresented at all levels.

ACTION 1: What are the main barriers and levers that Local Mayors face to address gender equality and women's rights? Based on the findings from the first analysis, this section outlines the Mayors' barriers and levers.

Barriers:

1. Budget restrictions and competing priorities
2. Preconceptions and lack of information and knowledge in the team
3. Reduced women's participation

Levers:

1. Existing policies and plans at the local, national and international level
2. Participation
3. Territorialization is a priority for SDM
4. Potential for gender approach in other sectors that are a priority for Mayors

ACTION 2: What tools do Local Mayors need to incorporate gender equality in their Local Development Plans and the subsequent policies?

This chapter describes six principles (gender mainstreaming, leadership by example, capacity building, care ethics, voices of women) and five criteria (modular, meets-them-where they-are, practical, context specific, complementary) to guide the gender-equality training process of the ECA participants.

I then describe the tools -workshop, guidelines for strategic plan, 1-1 consultations-, assess them and capture the lessons learned in the process, to formulate six final recommendations.

1. Use ECA as a laboratory for women's participation
2. Include a gender approach early on
3. Incorporate concrete examples
4. Maintain one-one consultations
5. Oversee and monitor the implementation of the City Development Plan with a gender approach
6. Advocate for the inclusion of a gender approach into the bill to reform the Organic Statute of Bogota (EOB)

ACKNOWLEDGEMENTS

I would like to express my gratitude to the many people that generously helped me throughout the design, research and writing process of this Policy Analysis Exercise.

I am very grateful to Representative Juanita Goebertus and her team -David Cardona, Esteban Guerrero, Paola Molano and Carolina Varela- for letting me be part of *Escuela Es Con Acciones*. Their patience, enthusiasm, and guidance were central to the fulfillment of this project. I am hopeful that this project will contribute to the growth of *Es Con Acciones* and their efforts to make politics open, rigorous and innovative.

I would like to acknowledge all the participants of *Es Con Acciones*, who trusted me and let me learn with them throughout this process. May the political arena of Bogota and Colombia be filled with people as committed and courageous as them.

Throughout my research, I benefited from the generosity of many women and men, who shared their time, experience and knowledge. I am very thankful to all the community leaders, public officials, candidates, politicians and experts that allowed me to learn from them.

I am truly indebted to Professors Janina Matuszeski and Candelaria Garay for their kind support and encouragement throughout the ups and downs of this project. Their advice and expertise were fundamental in guiding the research and connecting the dots. I also want to acknowledge how Professor Zoe Marks' vision and lessons on global feminisms indirectly shaped this work.

The fieldwork for this project was possible thanks to the financial support of the Ash Center for Democratic Governance and Innovation, and the Women and Public Policy Program at HKS.

Finally, as a *bogotana*² I am especially grateful to all the *activistas*, *lideresas comunitarias*, *ciudadanas*, *políticas* y *servidoras públicas*, who, for decades, have fought like girls, opened doors and crashed ceilings, in order to make Bogota a city where all women in their diversity can live a good life. This project was built upon their work.

² Bogotana: woman from Bogotá; activista: female activist; lideresa comunitaria: female community leader; ciudadanas: female citizens; políticas: female politicians; servidoras públicas: female public servants.

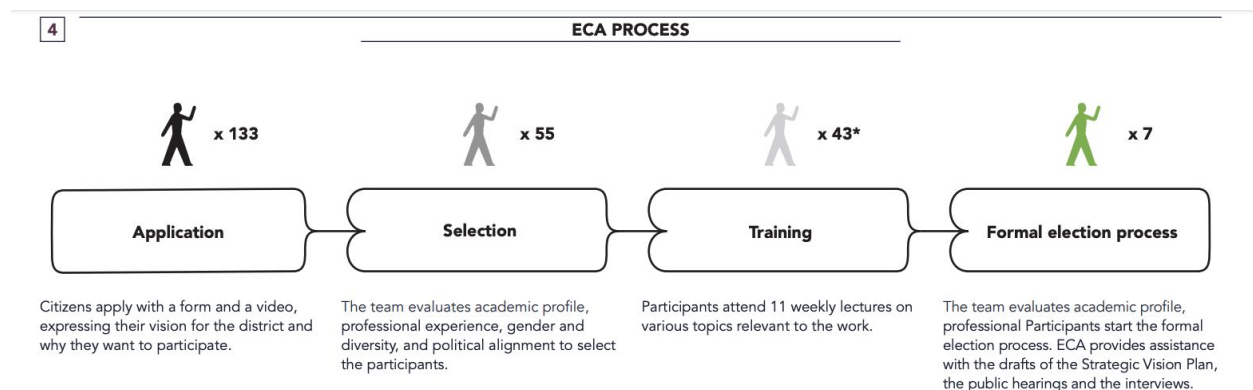
1. INTRODUCTION

1.1. Es Con Acciones (ECA)

With the goal of empowering citizens to participate in politics, Congresswoman Juanita Goebertus and City Councilor³ Diego Laserna launched *Es con Acciones (ECA)*, a political innovation school. This Policy Analysis Exercise (PAE) is part of that endeavor.

ECA is hence a civic participation initiative led by the abovementioned public representatives. With the goal of empowering citizens and improving political participation, they created a capacity-building program for citizens who are willing to participate in politics at the local level in Bogota. The program hosted their first cohort in 2018 for candidates to *Juntas Administradoras Locales* (JAL - Local Administrative Boards), and the second in 2019 with people wanting to run as Local Mayors in the city's 20 districts⁴. For this PAE, I worked with the second cohort.

Chart 1: ECA Process



Source: Author's elaboration with data provided by ECA team

Through a rigorous and competitive process that evaluated academic profile, gender and diversity, professional experience and political affiliation, ECA selected 55 people (37 men and 18 women) out of a pool of 133 applicants (Chart 1).

³ Juanita Gobertus has been a Representative to the Congress of Colombia for Bogota since 2018. She is part of the 20% of women that are part of Congress. Diego Laserna is a member of the City Council, the legislative body of Bogota, since 2020. They are both citizens who entered politics because they believe in evidence-based and rigorous policy making. They belong to *Partido Verde*, a center-left party.

⁴ See chapter 2 for details on the role of JALs, Local Mayors and government structure.

Selected participants attended 11 weekly lectures and workshops on the following topics: participatory budgeting, policing and security, city-district relations, budgeting and strategic projects, strategic design for public affairs, hiring and procurement, transparency and open government, policy design and evaluation, urban and regional policy, civic participation mechanisms, local sustainability and gender equality.

The latter *gender equality* component was included within the opportunity this PAE granted (and hence facilitated by myself), based on the initial diagnose that gender equality is a persistent challenge for Bogota and its districts, and local governments play a key role in advancing women's rights and building a city where women can live and thrive with equal opportunities.

The problem this PAE addresses is that Local Mayors⁵ often lack tools, knowledge and capacity to do as much as they could to address pervasive gender inequality. The main goal of this work is to provide future Mayors participating in *Es Con Acciones* with tools, training and knowledge to understand the challenges and barriers that women and girls face in Bogota, and implement development plans and policies that help advance gender equality and women's rights in the city.

1.2. Research Questions and Methodology

The main research question that guides this work is: Which tools, training and knowledge do Mayors need to understand the challenges and barriers that women and girls face in Bogota, and implement development plans and policies that help advance gender equality and women's rights in the city?

To answer this question, I worked around two components: analysis and actions. In each of the components, guiding questions informed the work.

ANALYSIS: Understanding gender equality policy at the city and local levels in Bogota

1. *How does the women's sector function in Bogota?*
2. *What is the status of Political Participation of Women in the District Government?*
3. *What are the main barriers and levers that Local Mayors face to address gender equality and women's rights?*

ACTION: Training future Local Mayors on gender equality and women's rights

4. *What tools do Local Mayors need to incorporate gender equality in their Local Development Plans and the subsequent policies?*

The methods I used were:

- Review of existing literature on local government and gender equality.

⁵ Refers to *Alcaldes Locales* o *Alcaldes Menores*. From now on, I will refer to Local Mayors as Mayors. Not to be confused with the City Mayor/Mayor of Bogota. Find more details about the structure of the governance structure of Bogota in section 2.2.

- Review of publicly available international, national and local policy and normative documents on local government, gender equality and women's rights.
- Interviews conducted between December 2019 and February 2020. I conducted fourteen interviews across four categories: experts in local governance, gender equality or both; officials from the city government; outgoing mayors; and women's organizations (see Appendix 1).
- Descriptive statistics of publicly available data on women's participation in district politics and projects focused on gender equality for the 2016-2020 period.

Based on the findings of the analysis, I identified key barriers and levers as well as the main components of a training for ECA participants. I then conducted interviews with 4 out of the 7 participants of ECA that were nominated by the Junta Administrativa Local (JAL), to gather feedback on the training to inform future iterations.

Limitations

The first limitation for this research is its political nature. As a Congresswoman, Juanita Goebertus is a visible political figure, affiliated to the party of the recently-elected City Mayor (Claudia Lopez, in office since January 2020). Some of the interviewees have different political affiliations and that might bias their openness in the interviews.

Another limitation results from the government transition. Most of the government officials and Mayors I interviewed were part of the outgoing administration. I made an effort to balance this limitation by interviewing members of the new cabinet. Despite several attempts, I was unable to interview them due to time constraints and the workload associated with starting the administration. Another set of voices that is missing is that of citizens. I tried to balance this by interviewing members of women's organizations and of participation instances. However, the exercise still misses the voices of women and men who are not part of organizations.

As for the data, the analysis is limited to publicly available and easily accessible data for the most recent administration (2016-2020). I used existing reports and diagnosis for data from previous administrations. This analysis is descriptive and limited in scope. Besides basic demographics and data for health and violence, it is difficult to find data disaggregated for districts and gender.

Finally, a cross-cutting limitation of this work is the use of the binary for men and women. The data is only available for these traditional categories. Because I acknowledge that gender and sex are fluid social construct, when I refer to women, I am referring to anyone who identifies as such.

I also realize that women are diverse and that gender intersects with other categories such as class, race, ethnicity, socio-economic status, gender identity, age and sexual orientation, among others. I tried my best to incorporate a differential approach, but I recognize the efforts are insufficient.

2. BACKGROUND

2.1. Cities, Local Government and Gender Equality

Definitions

Gender Equality (*Equidad de género*): "Gender equality entails fairness of treatment for men and women according to their respective needs. This may include equal treatment or treatment that is different but which is considered equivalent in terms of rights, benefits, obligations, and opportunities." Different to gender equity (*igualdad de género*), equality acknowledges the conditions of injustice that women have systematically faced.⁶

Gender Mainstreaming (*Transversalización*): "Gender mainstreaming is the practice of incorporating a gender equality perspective in all policies, at all levels and all stages, by the actors normally involved in policy-making. The practice seeks to anticipate the potentially different impacts of policy on men and women and design policies that are not gender-blind but gender-sensitive."⁷

Gender Approach (*Enfoque de género*): It is the "acknowledgement and search to transform hierarchical power relations that subordinate women, produce discrimination and gender inequality."⁸

Women's Rights Approach (*Enfoque de Derechos de las Mujeres*): It is an approach to policy making that seeks "real and effective equality in women's rights. It entails the obligation to guarantee rights and restore them when they have been violated."⁹ Bogota's Public Policy for Gender equality and Women's Rights has prioritized eight rights.¹⁰

Differential Approach (*Enfoque Diferencial*): "It is a set of political and methodological tools that enable the debate about the need to acknowledge, respect and leverage differences in terms of ethnicity, rurality, socio-economic status, gender identity and sexual orientation, geographic location, disability, ideology and age."

Growing urbanization -worldwide and in Colombia- has entailed new opportunities and challenges for women and girls. "Urbanization can provide opportunities for women to make progress on gender

⁶ UNESCO (2020)

⁷ Matthews, Sibella (2018)

⁸ Secretaria de la Mujer. ¿Qué es el Enfoque de Derechos, de Género y Diferencial?

⁹ Ibidem

¹⁰ Right to: a life free of violences, participation and representation, work in conditions of equality and dignity, health, education with equality, a culture free of sexism, habitat and a dignified house, *convivencia* (co-existence living together) with gender equality

equality -in terms of access to increased legal protections, greater enrollment in tertiary education, more opportunities for formal employment, and a relaxation of gendered social norms."¹¹ The city also offers new and enhanced opportunities for community involvement and participation in civil society.¹²

Women are a motor for the prosperity of cities, but they receive less benefits from that prosperity.

"While women in most developing countries contribute significantly to the 'prosperity of cities' through providing essential services, contributing substantially to urban housing stock, provisioning economically for households, and enhancing the 'quality of life' in their homes and communities, they are often the last to benefit".¹³ Women remain excluded from critical conversations and decisions on how cities are run, and "they still face discrimination in access to income- earning opportunities, education, housing, the rule of law and participation in local governance."¹⁴

It is of utmost importance to acknowledge that the lived experiences of women in the city are very different from those of men: women live, thrive, struggle and experience the city in unique ways. Moreover, women and girls are not an homogenous group, and the intersections of race, ethnicity, gender and sexual identities, age, socio-economic status and disability take particular shapes in cities. Cities and local government programs are designed and planned by men and for men, without taking into consideration the voices, needs and experiences of women and girls in their diversity¹⁵.

This has raised new questions around the role of local governments in advancing gender equality. Many see in local government an opportunity for a more gender-inclusive governance. "As the level of government closest to citizens, local authorities can play a vital role in addressing gender inequality and in building the capacities of women by involving them in local decision making, planning and management."¹⁶

In terms of policy from a global perspective, the first milestone and the overarching policy framework and strategic plan is the [Beijing Declaration and Platform for Action](#), adopted at the Fourth World Conference on Women in 1995. It aims at removing all the obstacles to women's active participation in all spheres of public and private life through a full and equal share in economic, social, cultural and political decision-making.¹⁷ Governments at all levels are responsible for implementing the Beijing Platform for Action and the frameworks and conventions that followed in the subsequent conferences.

After Beijing, several global and international organizations have gathered to specifically discuss and put local government at the center of gender equality. In 1998, the International Union of Local Authorities (now merged with [Union of Cities and Local Governments UCLG](#)) adopted the Worldwide Declaration on Women in Local Government, "the foundational document of international principles and commitments

¹¹ Pepera, Sandra. (2019)

¹² Massolo, Alejandra (2005)

¹³ UN Habitat (2013)

¹⁴ UCLG (2015)

¹⁵ Terraza et al. (20020)

¹⁶ Kinuthia-Njenga, Cicilia (2010)

¹⁷ Babovic, Marija (2010)

with regard to the action of local and regional governments in the field of women's rights".¹⁸ In 2013, the Global Conference of Local Elected Women adopted the Paris Local and Regional Government Global Agenda for Equality of Women and Men in Local Life, aiming to be a strategic tool to increase equality of Women and Men in Local Life. In 2014, UN Women, UN Habitat, the Huairou Commission and UCLG formed a global partnership to foster gender-responsive governance. In 2016, as a result of Habitat III Conference, the **New Urban Agenda**, the guiding document for urban development, set gender-equality in urban settings as one of its central goals.

This agenda incorporates a focus on planning, designing, managing and building **caring cities**. This approach acknowledges that women have a disproportionate burden in paid and unpaid care labor, which creates and enhances inequalities, and determines the way in which women navigate the city.¹⁹ Based on the idea of care ethics, politics and economics, "governments have a responsibility to promote care as an overarching pillar of social protection, based on the principles of equity and solidarity, both intergenerational and in terms of gender"²⁰. Legislation, policies, programs and services should be formulated in a way that constitutes integrated care systems.²¹

More recently, the **Sustainable Development Goals (SDG)** agenda has underscored the importance of thinking about gender equality from a local perspective, and of local government from a gender perspective. SDG 5 recognizes that "providing women and girls with equal access to education, health care, decent work, and representation in political and economic decision-making processes will fuel sustainable economies and benefit societies and humanity at large."²² SDG 5 aims both at promoting more policies for women and gender equality and increasing the participation of women in political, economic and public life. All 9 indicators speak directly to the role of local government. "The goal understands that gender equality and the empowerment of women are both a goal of, and a tool for, sustainable development."²³ (See Appendix F for a detail of SDGs 5 and 11)

SDG 11 aims at "making cities and human settlements inclusive, safe, resilient and sustainable"²⁴. The goals and its indicators make a special emphasis on paying special attention to the needs of those in vulnerable situations, including women, children, older people and people with disabilities, in order to make the city a good place for everyone. The goals refer to accessible and sustainable transport for all, participatory planning, inclusive use of public spaces and housing, among others. Out of 10 indicators, 4 speak directly to the inclusion of women from a differential perspective, and the 6 remaining don't mention them specifically but are relevant to local government with a gender perspective.

The bottomline and common thread along these policy frameworks is the acknowledgement that local governments have both an opportunity and a responsibility to advance gender equality. The main

¹⁸ UCLG (2015)

¹⁹ Rico y Segovia (2017)

²⁰ CEPAL

²¹ Ibidem

²² UN Sustainable Development Goals, Goal 5

²³ UCLG (2015)

²⁴ UN Sustainable Development Goals, Goal 11

invitation is to adopt a gender approach across sectors and policies. “Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.”²⁵ More recently, this approach has also incorporated ideas of intersectionality to address the diversity of women in terms of race, ethnicity, age, socio-economic status, sexual orientation and gender identity, among others.

The underpinning principle for understanding the role of local government in gender equality is the acknowledgement that women and girls have an equal right to the city and thus should be able to “live freely, to enjoy and create the city, and to “decide” its public spaces and their uses. (...) It’s about reversing a way of *local government* that has been designed by and for men, and to help invent a city that is also for women and all human groups.”²⁶

2.2. Current Situation of Women in Bogota

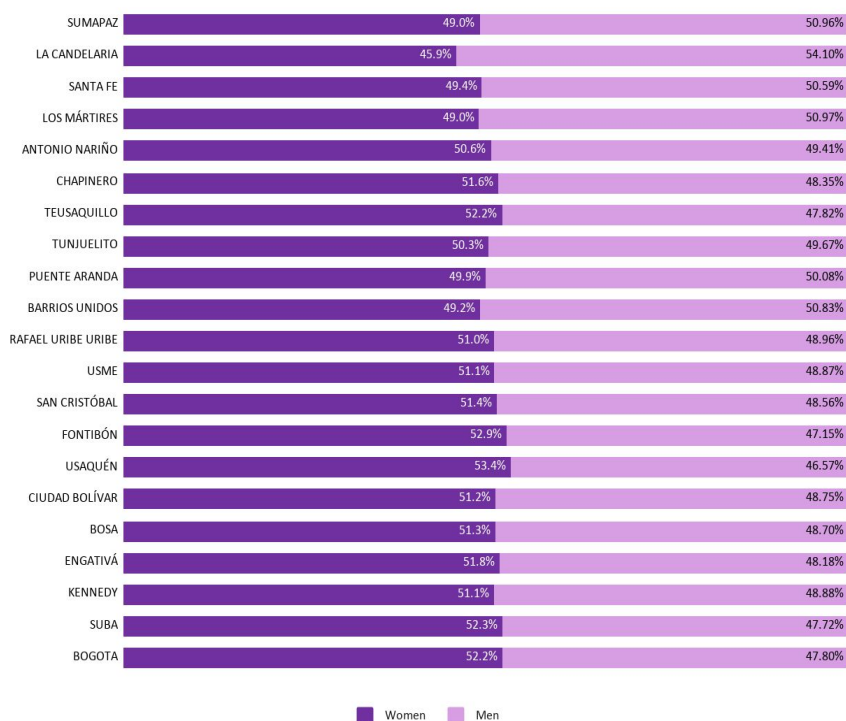
If Bogota were a person, it would be a woman: *la Bogotá*. Colombian cities have grown at an accelerated pace: today 76% of Colombians -38 million out of 50 million- live in urban centers. 7.7 million -20%- of those that live in cities call Bogota home and 4 million of those are *bogotanas* (Bogota women) by birth or adoption, making up 52,1% of the city.²⁷ As per chart 2, the distribution of men and women in the districts is very even, with the exception of la Candelaria where women represent only 46% of the population.

Chart 2: District Population by Gender

²⁵ UN (1997)

²⁶ Bisiau, Paula (October 25, 2019).

²⁷ Own calculations with data from DANE - Departamento Nacional de Estadística.



Source: DANE, author's elaboration with data from DANA

In Bogotá (2017), 44.8% of the population is younger than 30. Women are a smaller proportion of the population below 35 and a greater proportion of the population above 40 (in the 30-35 range, the distribution is equal). In the range above 80, women are a significantly higher proportion. In terms of sexual orientation, 0.5% of women identify as homosexual or bisexual vs. 1% of the men. 99.1% of women don't identify as part of an ethnic group, 0.7% identify as *negras*, *mulatas* and afrodescendant and 0.2% as indigenous, with very similar rates as men²⁸.

The feminine poverty index for 2017 was 120 poor women for every 100 poor men, which is slightly lower than the national average (121). The Gender Inequality Index (reproductive health, empowerment and labor market) is 0.381 compared to 0.341 in Colombia. However, the index increased in Bogotá between 2013 and 2017, while it decreased at the national level.²⁹

Appendix C highlights some data to understand the challenges that persist, particularly those that are relevant for Local Mayors, but it is by no means a thorough diagnosis, which is outside of the scope of this exercise³⁰. The data is organized around eight rights that have been prioritized by the *Secretaría de la Mujer* (SDM - Secretariat of Women).

²⁸ Secretaría de la Mujer (2019-1)

²⁹ Ibidem

³⁰ For thorough diagnosis on the situation of women, check: Secretaría de la Mujer (2019-1); Bogotá Como Vamos (2018); Secretaría de la Mujer (2019-2). For relevant indicators check: Secretaría de la Mujer, Observatorio de mujer y Género: <http://omeg.sdmujer.gov.co/>

Bogota, like other cities in the world, has been planned, designed and governed by and for men. The lived experiences of women in Bogota are different from those of men, and they face particular barriers. Through policy, politics and culture the situation of women and girls has improved in many aspects. However, they still face pervasive challenges in terms of violences, economic autonomy, political participation, reproductive health, professional achievement, care-labor distribution and fulfillment of rights. Understanding and tackling these challenges appropriately requires both disaggregated information for the districts and a differential approach.

2.3. The role of Local Mayors in Bogota

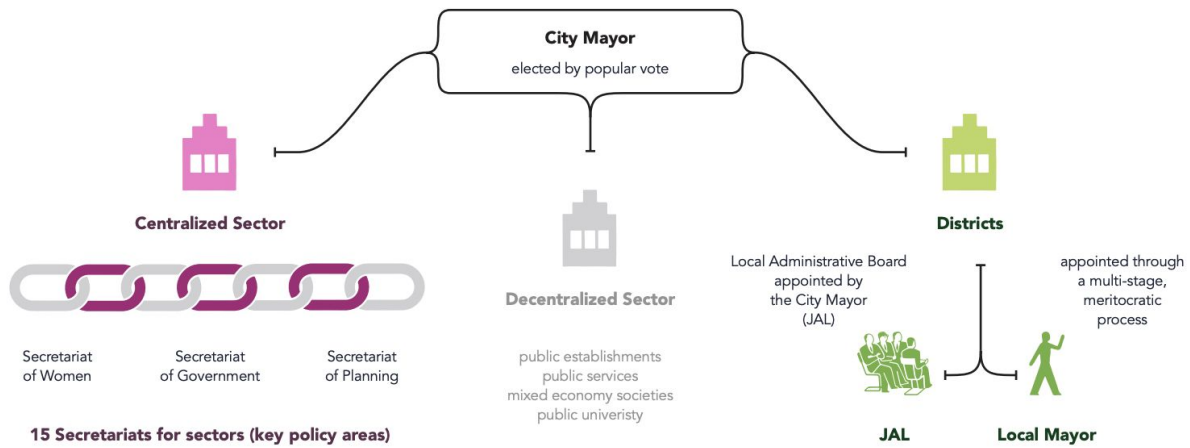
General Government Structure

The structure and governance of the city is ruled by the *Estatuto Organico de Bogota* (EOB - Organic Statute of Bogota)³¹, a law that was passed in 1993 in response to an article of the 1991 Constitution that granted Bogota autonomy as the Capital District³². The head of the government is the City Mayor, elected by popular vote every four years. Claudia Lopez, the first woman to be Mayor of Bogota, has been in office since January 2020. The City Council is the highest political-administrative authority of the city. It is a body of 45 people elected by popular vote, whose responsibilities are drafting norms through *Acuerdos* (Agreements) and overseeing and monitoring the performance of city and local authorities.

Chart 3: Government in Bogota (Simplified Structure)

³¹ Decreto 1421 de 1993, City-level.

³² The EOB has undergone several reforms in the last years. There is an on-going process to reform it again, with a specific focus on the functioning of the structure and governance of districts. The main goals of the bill are to re-distribute the districts based on population size, reduce the responsibilities of the Mayors and change the election process. The PAE is grounded on the existing system, but it incorporates recommendations that take the possible reform into account.



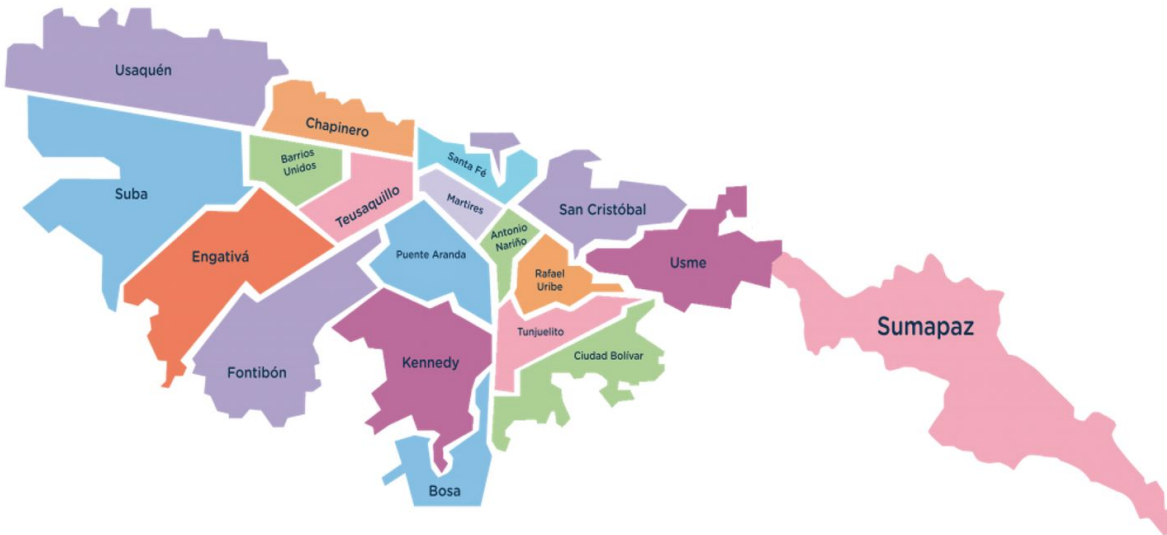
Source: author's elaboration with publicly available data from the City Mayor

As per chart 3, the executive administration of the city is divided into three sectors: central, decentralized³³ and districts. The central sector groups the office of the City Mayor, 15 secretaries for key policy areas (including the Secretary of Women) and two administrative departments. Secretaries lead the planning, design and implementation of programs and policies, and manage the budget of the corresponding areas. The districts' sector is composed of the 20 districts.

Since 1993, the city is divided administratively in 20 districts or *localidades*, which were created as a mechanism to decentralize and territorialize the administration of the city. The main purpose of this organization is to trickle down and adapt high-level programs and policies for the needs and particularities of each district. Districts were created organically in a period of three decades. Six (Engativá, Fontibón, Suba, Usme, Usaquén y Bosa) were neighboring towns that were integrated with the city in 1954, twelve (Santa Fe, Teusaquillo, Los Mártires, Barrios Unidos, Antonio Nariño, San Cristóbal and Tunjuelito) were traditional neighborhoods turned into districts in the 60s and 70s, one (Ciudad Bolívar) was an informal neighborhood that was integrated in 1983, one (Rafael Uribe Uribe) was separated in 1992, and one (Sumpaz) was incorporated in 1992.

Map of Bogotá's Districts

³³ The decentralized sector groups public establishments, industrial and commercial enterprises, mixed economy corporations and autonomous universities. This sector is not relevant for the purpose of this work.



Source: Bogota City Official Site

Districts vary greatly in size, population, density and urban-rural characteristics. For example, Suba, the most populated district, has 1.2 million people (if it were a city, it would be the 5th biggest city in Colombia) and a density of 12,000 people per km². Sumapaz is the largest district, spreading over 781 km of rural land, and the least populated with 6,531 people and a density of 8.36 people per km²³⁴.

District Level Structure

The administration of each district is led by the Mayor and the Junta Administradoras Locales (JAL - Local Administrative Board).

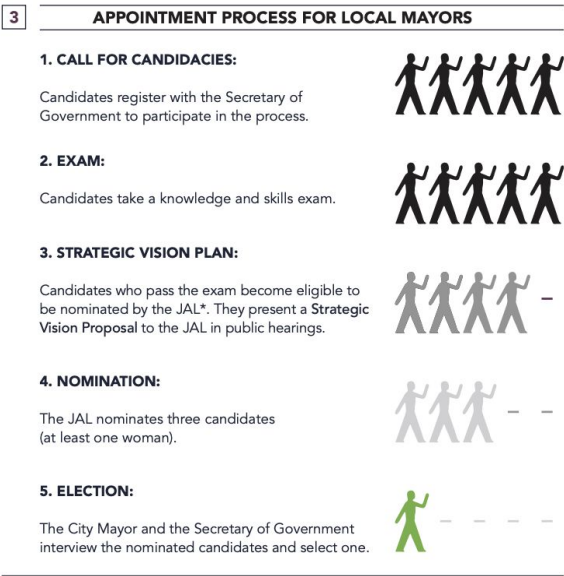
Local Mayors are elected through a complex meritocratic process (see Chart 4). They have over 100 legal responsibilities that comprehend a wide range of topics. These include, among others, designing the Local Development Plan based on the City Development Plan; handling safety and security issues; building and maintaining parks and road infrastructure at the neighborhood level; promoting spaces and committees for civic participation; managing licenses and permissions; and, most importantly, adapting city-level policies and programs to the local level. *Local Mayors are the most proximate link between the citizens and the state. They are central in promoting civic participation and making sure that the City Mayor and the Secretaries hear and address all voices, interests, and needs.*

Juntas Administradoras Locales differ in size, depending on the population of the district and ranges between seven and eleven members, who are elected by popular vote in the same elections as the City Mayor. In broad terms, they nominate a triad of candidates for Mayor, approve the Local Development Plan suggested by the Mayor, approve the general items of the budget, and oversee and control the delivery of public goods and the investments of public resources.

³⁴ Bogotá Cómo Vamos (2018)

Mayors depend administratively from the Secretary of Government (SG) and are overseen by the Secretary of Planning (SP). These two institutions lead the *Comisión Intersectorial de Desarrollo y Gestión Local* (CIDGL - Intersectoral Commission for Local Development and Management), which includes one representative of each policy area of the central sector. The CIDGL Commission coordinates territorialization; oversees procurement and hiring, as well as implementation of the local development plan and budget; and provides districts with instruments and technical assistance in the policy areas most relevant to them.

Chart 4: Local Mayors' Selection Process



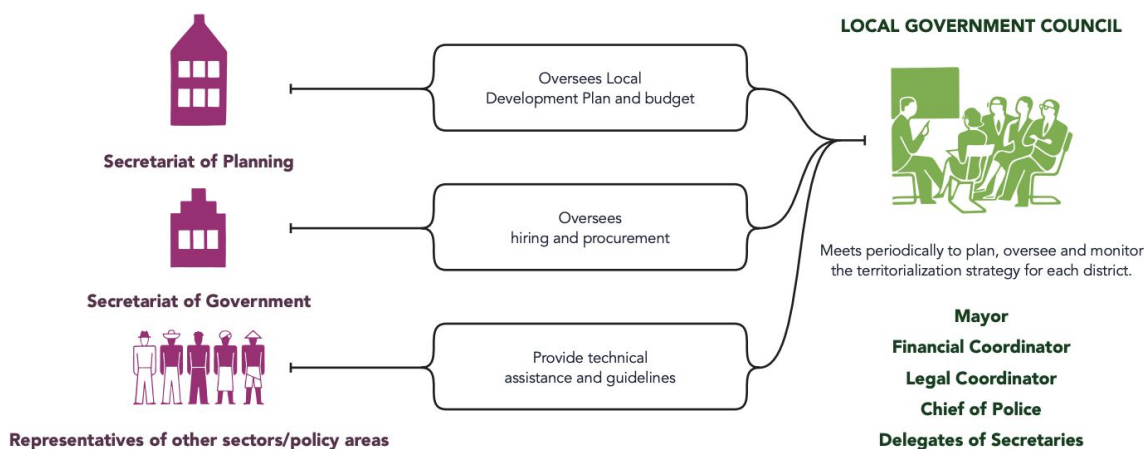
Source: author's elaboration with data from interviews

Collegiate bodies³⁵ are central to the work of the Mayors (See chart 5). Each Mayor forms a *Consejo Local de Gobierno* (CLG - Local Government Council) that meets periodically to plan, oversee and monitor the territorialization strategy. For each district, the members of the CLG are the Mayor, the Financial Coordinator, the legal coordinator, the Chief of Police and representatives of all key areas (i.e. Secretaries delegate to a representative for every district).³⁶ Another key body at the local level is the *Consejo Local de Planeación* (CLP - Local Planning Council), a civic participation council that JALs and Mayors must consult for all matters related with local planning.

Budget and Territorialization

Chart 5: Key Institutions and Functions for Territorialization

³⁵ There are over a dozen of commissions, but I will only refer to the ones relevant to this project.
³⁶ Functions of the Consejo Local de Gobierno (Local Government Council) GET-GPL-P001 Retrieved from: <http://gaia.gobiernobogota.gov.co/sites/default/files/sig/procedimientos/get-gpl-p001.pdf>



Source: author's elaboration with information available at SG and SP

All 20 districts together have a budget of around 800-1,000 million COP (~250,000 USD) that constitutes 10% of the City Government budget and is distributed according to population size and socio-economic index of each district.³⁷ They don't collect any resources of their own through taxes. The Agreement 740 of 2019³⁸ ruled that at the beginning of each administration, the city-level, specifically the *Consejo Distrital de Política Económica y Fiscal* (CONFIS - City Council for Economic and Fiscal Policy)³⁹, determines how the Mayors can invest the resources they receive from the city, in three major components^{40 41}. For 2020, the budget items were distributed as follows:

1. 35% - Non-flexible component to guarantee the continuity and sustainability of local management
2. 60% - Strategic component that the Mayors should invest to strengthen and complement strategic investment from the city administration
3. 5% - Flexible component that corresponds to other non-strategic investments chosen by the Mayor.

³⁷ Each district has a *Fondo de Desarrollo Local* (FDL - Local Development Fund) with the resources allocated by the City Mayor.

³⁸ Acuerdo 740 de 2019, passed by the City-Council and ruled by the City Mayor

³⁹ A collegiate body spearheaded by the City Mayor and managed by the Secretary of Planning. It determines and oversees the fiscal policy of the city and its budget.

⁴⁰ For detailed information on the items see Circular CONFIS 1 de 2020, District-Level Law

⁴¹ Until 2019, 10% of the budget was allocated to participation (i.e. projects and policies focused on all minorities, including women -ethnic, racial, disabilities, women, youth)

For each component, the CONFIS determines the policy areas and types of projects that can be implemented with those resources. Projects that use funds from the strategic component need approval from the SG and the sector specific to the project. The 2020-2024 guidelines (Circular 01 de 2020) includes a component on gender, peace, co-existence and civic culture, which allows to allocate resources to and from the women's sector (See Appendix 2 for other components).

Additionally, the City Mayor announced that in 2020, citizens will have the possibility to take part in participatory budgeting processes to allocate 20% of the resources of the FDLs. Starting in 2021, this proportion will increase to 60%. This will certainly pose challenges for Mayors, but it is also an opportunity to involve in the budgeting process the voices of women and other populations that have been traditionally excluded⁴².

Mayors have many responsibilities and priorities, and face important restrictions and regulations, which limit their autonomy on what they can and cannot do. Furtheron, despite going through a process that was designed to be meritocratic, political interests prevail in the election and work. However, they remain as a very close link with citizens and have margin to deliver services and develop programs.

⁴² El Tiempo (03/03/2020)

3. ANALYSIS: GENDER EQUALITY POLICY AT THE CITY AND LOCAL LEVEL IN BOGOTA

3.1. How does the women's sector function in Bogota?

History of Gender Equality Policy

The history of women's rights and gender equality policy in Bogota is one of cooperation and tension between the women's organizations and the city government. Women's organizations have been central in shaping the structure and the policies of the city government in Bogota, turning the city into an epicenter and a trailblazer in the fight for gender equality in the country.

Women's issues and planning with a gender perspective appeared for the first time in the public agenda in Colombia in the early nineties. Some of the milestones were the creation of the Presidential Counselor for Youth, Women and Family and the important role of the feminist movement in the 1991 Constitution, which resulted in some of the first norms to protect women's rights and promote gender equality at the national level.

The first Latin American Feminist Encounter took place in Bogota in 1981. This set the ground for creating an agenda, coordinating efforts and advancing women's rights for women in the city. During the 80s and 90s many women's organizations formed throughout the city with purposes as diverse as volunteer organizations, community organizations, political groups, women's clubs, academic groups, community groups, advocacy groups, unions and care organizations.⁴³ Through coordinated action and a shared agenda, years of activism have resulted in administrative changes and policy developments that have shaped the gender equality agenda in the city, slowly pushing the government to incorporate gender perspective in their policies and actively address gender inequality. In the nineties, Mayors started timidly addressing women's issues, focused mainly on their reproductive roles inside the family, without recognizing and making visible the conditions of subordination and inequality that women faced. However, in 2001, for the first time a City Development Plan incorporated gender perspective,⁴⁴ before any other large city in the country.

In 2004, with support from the international cooperation, these organizations drafted the first *Plan de Igualdad de Oportunidades y Equidad de Género* (PIOEG - Equal Opportunities and Gender Equality Plan) and established an advisory council for gender mainstreaming in the Mayor's Office. Through advocacy and political pressure, they helped consolidate the *Consejo Consultivo de Mujeres* (CCM - Women's Advisory Council)⁴⁵, a collegiate institution that represents women from all districts and across

⁴³ Vélez, Cristina (2019)

⁴⁴ Fuentes, Lya Yaneth. (2007)

⁴⁵ The CCM exists formally since 2007. The 41 seats of the Council are distributed as follows: one for each of the 20 localities, one for each of the 8 prioritized rights, one representative of each diversity group (diasbilities and caretakers, academia, youth, victim of displacement, victim of sociopolitical

different identities, to work with the Office of the Mayor to influence public policy and decisions regarding women in the city.⁴⁶ The Council holds this institution accountable for their role to address gender inequality, and works with other institutions in the city government to advance gender mainstreaming and guarantee gender, differential and women's rights approaches across all sectors and policy areas.

One of the achievements of the cooperation between the CCM and the city is the creation of the *Política Pública de Mujer y Equidad de Género* (PPMYEG - Public Policy for Women and Gender Equality) in 2010 , the creation of the *Secretaría Distrital de la Mujer* (SDM -Secretariat of Women) in 2011 and its inclusion as a central sector in the city's governance. The PPMYEG was the first overarching policy to promote equality of opportunities and gender equality in Bogotá, by aiming to "recognize, guarantee and restore women's rights, so that the unfair and avoidable conditions of discrimination, subordination and exclusion that women face in the private and public realm are changed."⁴⁷ The City Mayor, through the SDM, developed the specific guidelines and procedures for this policy in 2015. At the core of the PPMYEG are eight fundamental rights for women.

Eight Fundamental Rights of Women in Bogotá

1. Right to a life free of violences
2. Right to participation and representation
3. Right to work in conditions of equality and dignity
4. Right to health
5. Right to education with equality
6. Right to culture free of sexism
7. Right to habitat and a dignified house
8. Right to *convivencia* (co-existence living together) with gender equality

The PPMYEG was also a step forward in thinking of women's rights and gender equality at the district level. It promotes the involvement of Districts and outlines the importance of territorialization and adaptation of the policy to the particularities of each district.

Women's and feminist organizations rooted in districts have been and still are a central actor in the fight for gender equality, and the tension-cooperation relation with the government. Since its creation in 2007, the CCM has been a body in which the voices of the districts matter. Even before, women representing the districts have played a central role in surfacing the diversity of the people from Bogotá, especially women, by raising the particular needs of the women of different districts. Districts like Bosa

violence, LBT, Community Action Board member, indigenous, Territorial Planning Council Member, sex workers), 3 representatives of ethnic minorities (afrocolombian, palenquera, raizal/negra; rom; rural women).

⁴⁶ Vélez (2019)

⁴⁷ PPMYEG, *Política Pública de Mujer y Equidad de Género*, 2010, City-level

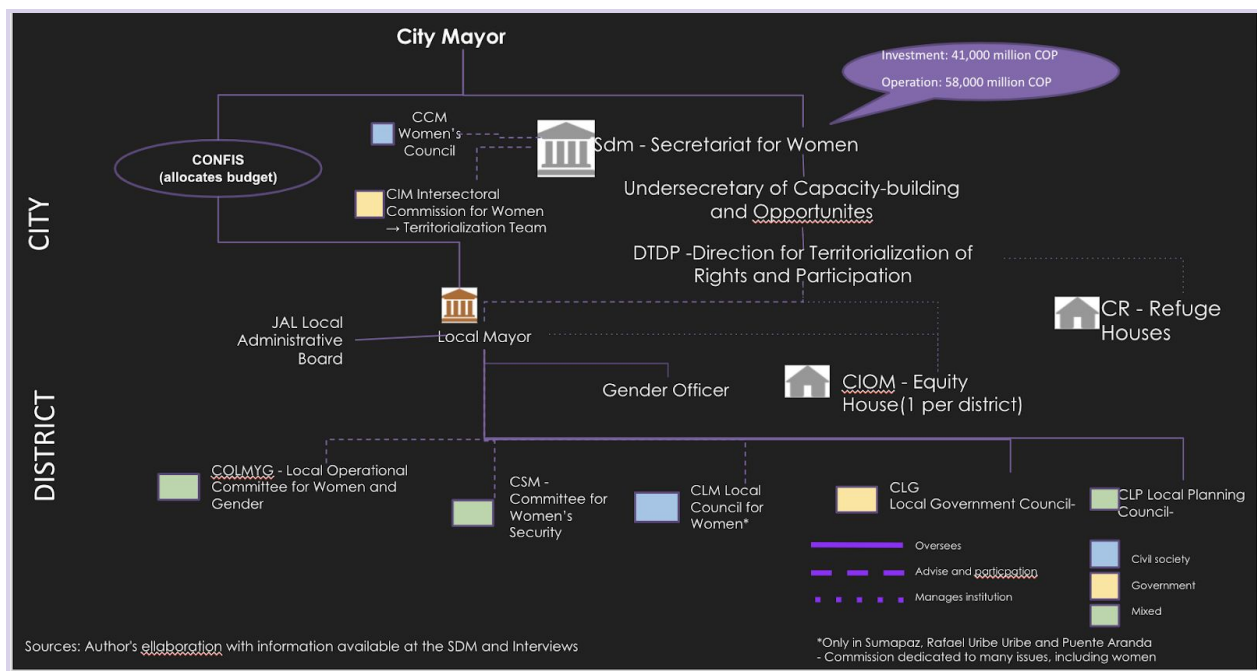
and Kennedy have very strong historical women's organizations that have incidence both at the district and the city level, showcasing the relevance of organization and activism at the district level.⁴⁸

For example, as early as 1990, women in Bosa started pushing the local government to have resources to address needs specific to women. As a result of citizen encounters, the government recognized the labor that women were doing in taking care of children in the community⁴⁹. Another reference is Sumapaz. In the last years women from Sumapaz have advocated for policies that take into account the particularities of the biggest and only rural-exclusive district.⁵⁰

The long and ongoing history of creating gender equality policy in Bogota has proved successful in restoring women's rights and creating spaces for participation and organization, but challenges persist in introducing gender and women's rights approaches in other key policy sectors and policy areas.⁵¹ The trajectory and will for participation can translate into a rich dialogue between Mayors and the women in their districts.

Institutional Structure of the Women's Sector

Chart 6: Structure of the Women's Sector



The institutional structure of the women's sector in Bogota reflects the relevance of the participation of women's organizations. The first thing worth noting is that the creation of the SDM in 2011, entailed the

⁴⁸ Interview with an official from the SDM, 12/15/2019

⁴⁹ Interview with a community leader from Bosa. 01/25/20.

⁵⁰ Interview with a community leader from Sumapaz. 02/12/20

⁵¹ Barón Mesa, Génesis Fernanda, & Muñoz Eraso, Janeth Patricia. (2016).

birth and formalization of the "Women's Sector". Making women and gender a sector granted it hierarchy⁵² in the government structure, by making it part of the central sector.⁵³

Institutions and Roles

As per chart 6, the central institution of the Women's Sector is the SDM, which guides and coordinates the drafting, implementation, monitoring and evaluation of policies related to women and gender equality. The SDM pursues the fulfillment of women's rights, particularly the eight rights prioritized in the PPMEG. As such, it is also in charge of mainstreaming gender-approach, differential approach and women's rights approach across all policy areas and institutions, including the Mayors.

One of the goals of the SDM is to trickle down the policies and programs that promote gender equality and restore women's rights to the Districts⁵⁴. The divisions most relevant to territorialization are the *Subsecretaria de Fortalecimiento de Capacidades y Oportunidades* (DSFCO - Deputy Secretariat of Capacity Building and Opportunities), and the *Dirección de Territorialización de Derechos y Participación* (DTDP - Direction of Territorialization of Rights and Participation), which is the direct link between the SDM and Mayors.

DTDP has a team in charge exclusively of advising the Mayors and their teams, and providing technical assistance to implement the city's PPMEG and incorporate gender mainstreaming. This direction also manages and oversees the *Casas de Igualdad de Oportunidades para las Mujeres* (CIOM - Houses for Equal Opportunities for Women)⁵⁵. These houses are, at the same time, a strategy to promote women empowerment and fulfillment of rights, and a mechanism to adapt PPMEG to the needs of the diverse women that live in Bogotá. They provide legal advice, psychological attention, activities that promote well-being, empowerment programs, capacity-building for individual women and women's organizations.

The SDM manages CIOMs administratively and financially, but these are the places -both physical and symbolic- where the Mayors and the SDM can work the closest together. In an interview, the former Director of DTDP mentioned that "territorialization takes shape through the houses. It is through them that we can work with the Mayors and understand the particular needs of the women in their diversity."⁵⁶ The SDM also has a team of psychologists and lawyers that "arrive where the house don't

⁵² For example, Peace does not have sector status, but is an Advisor to the Mayor

⁵³ Interviews with government officials at SDP and SDM. 12/15/2019

⁵⁴ This chapter focuses on the goals and institutions that are relevant to the topic of districts, Mayors and territorialization. For more information on the complete structure of the SDM, go to: <http://www.sdmujer.gov.co/transparencia/organizacion/organigrama>

⁵⁵ The SDM also manages four Casas Refugio, which serve as safe havens for women who are at imminent risk of suffering violence. Mayors don't have any responsibility regarding these houses. The incoming administration also plans to create six to seven Centers for Prevention, Protection and Co-existence and to enhance the capacity of CRs. It is still unclear how the SDM will work with Mayors of districts that host these houses.

⁵⁶ Interview with government official at SDM. 12/15/2019

reach"⁵⁷, to support women who need assistance mostly, but not exclusively, due to gender-based violence.

Alongside the CIOMs, the SDM has a series of tools to support Mayors and districts in doing more for gender equality. This includes workshops, technical assistance and capacity-building processes on topics like gender mainstreaming, gender approach and gender-based violence; as well as a guide for gender mainstreaming.⁵⁸

At the district level, the implementation of gender-equality policy is mainly a responsibility of the Mayor. As I discussed in the introduction, this is only one of over a hundred tasks and responsibilities that they have⁵⁹. Very often, the Mayors and other members of their teams have biases and prejudices around gender equality for cultural and social reasons. Even if they believe that gender equality is important, which for cultural and social reasons is not always the case, Mayors and their teams lack the knowledge and information to incorporate gender approach or develop gender-specific projects.⁶⁰

By law, every Mayor's office has to appoint a gender officer, who works as the liaison with the SDM, and provides support and advice in the design and implementation of projects aimed at addressing gender inequality and women's rights, as well as mainstreaming across all the policies. However, this is a large amount of work for one individual and thus, they usually end up working on very specific projects.⁶¹

Commissions and Advisory Groups at the City-Level

Commissions and other collective bodies are a central component of government in Bogota. The women's sector is no exception to this (See Appendix C for a full list of all relevant commissions, committees and councils). These bodies are formed by representatives of different sectors of government, by civil society and grassroots organizations, or by a mix of both.

At the city-level, the most relevant civil-society body is the *Consejo Consultivo de Mujeres* (CCM - Women's Consulting Council), which advises and oversees the implementation of the PPMEG. Since all districts have representation in the CCM, it also works a strong link between the local and the city level. The *Comisión Intersectorial para las Mujeres* - CIM is the government body in charge of bringing together all sectors to work towards gender equality and mainstream all relevant approaches. The CIM has a Territorialization Team, which coordinates the inter-sectorial work that involves Mayors and districts funds.

At the districts' level, there are three relevant bodies: *Comité Operativo Local de Mujer y Género* (COLMYG - Local Operational Committee for Women and Gender), a participation instance where women position assess and advise the Mayor on the implementation of PPMEG. *Comité de Seguridad*

⁵⁷ Ibidem

⁵⁸ Direccion de Territorializacion de Derechos y Participacion.

⁵⁹ Interview with Expert, 01/26/20

⁶⁰ Interview with Local Mayor, 01/25/20

⁶¹ Interview with Gender Liaison, 01/27/20

para las Mujeres (CSM - Committee for Women's Security), which oversees the implementation of the Security Plan. Both bring together civil society and government. Additionally, three districts (Sumapaz, Rafael Uribe Uribe and Puente Aranda) have an additional civil-society *Consejo Local de Mujeres* (CLM - Local Women Council), that advise the local administration on key topics related to women's rights and gender equality and the dispositions of the Plan for Equal Opportunities, with the objectives of changing the avoidable conditions of inequality, discrimination, subordination and violences that women experience.

Other commissions and committees (CTPD, CIGL and CONFIS at the city level and CLG and CLP at the districts level) are not focused specifically on gender policy, but are also relevant because they influence participation, budgeting and prioritization processes. Women have manifested the need to have a voice in these spaces, so that gender equality and women's rights are incorporated across all sectors and processes. Although they have gained space, they still feel that their voices are not being heard enough.

⁶²

The multiple -and sometimes overlapping- participation spaces, both general and specific to gender, can be a burden in terms of time and administration for Mayors. A lot of times, the discussions in different committees are repetitive and unproductive. Additionally, the voices that are represented there are mostly those of women who have been traditionally active and vocal⁶³. However, these spaces also provide an opportunity for Mayors to have a constant dialogue with the community and, specifically, with women. The challenge there is to secure effective representation of women in their diversity, including those who don't belong to women's organizations.⁶⁴

Connecting the parts of this section, Mayors' offices have little capacity and many competing priorities, that the SDM has a small budget but a strong focus on territorialization, and that there is a robust collection of committees and commissions, as well as norms that set the ground for Mayors to advance gender equality at the districts level. These characteristics are key to understanding of the barriers and levers in the next section.

Women's Sector Budget

The SDM has an investment budget (2019) of around 37,000 million COP (~10,250,000 USD) and an expenses budget of 53,000 million COP (~14,500,000 USD) for a total of 88,000 million COP⁶⁵. This represents less than 1% of the total budget of the city. Having such a small budget means that the SDM needs to channel a big part of its work through other institutions. A significant portion of the budget of the women's sector comes from other sectors.

Mayors depend on the CONFIS to allocate their resources. This budget is subject to strict constraints and regulations in terms of procurement. Until 2017, the City had not specified viability and eligibility criteria

⁶² Interviews with government official at SDM. 12/15/2019

⁶³ Interview with Local Mayor. 01/25/2020

⁶⁴ Interview with Expert, 01/26/2020

⁶⁵ Informe de Ejecución Presupuestal 2019, Secretaria Distrital de la Mujer.

for the women's sector, constraining the possibilities to use funds specifically for women. That year, the city developed the guidelines, enabling for some flexibility⁶⁶.

Until 2019, there was no specific investment authorization for the women's sector, which meant that Mayors willing to implement projects focused mainly and specifically on women's rights needed to tap on the participation budget. The participation budget constituted 10% of the total budget and it included all policies and programs that addressed the needs of minorities, including women (i.e. projects and policies focused on all minorities -ethnic, racial, disabilities, women, youth, etc.). Since 2019⁶⁷, the women's sector is included in the strategic projects component, which enhances the possibilities and the range of action for Mayors to make gender equality a priority in their development plans and the projects they design and implement.

Gender Equity Projects at the Districts Level

Chart 7: Gender Equality Projects in Districts (2016-2020)

District	Community Project	Strategic Project	Non-strategic Project
Usme	NO	NO	NO
Bosa	NO	NO	YES
Los Mártires	NO	NO	NO
Tunjuelito	NO	NO	NO
Santa Fe	NO	NO	NO
Antonio Nariño	NO	NO	YES
La Candelaria	NO	NO	NO
Suba	NO	NO	YES
Rafael Uribe Uribe	NO	NO	NO
Chapinero	YES	NO	YES
Fontibón	NO	NO	NO
Usaquén	YES	YES	YES
San Cristóbal	NO	NO	YES
Sumapaz	YES	NO	YES
Barrios Unidos	NO	NO	NO

⁶⁶ Interview with gender liaison, 01/25/2020

⁶⁷ Acuerdo 740 de 2019, city-level

Puente Aranda	NO	NO	NO
Kennedy	NO	NO	YES
Engativá	NO	YES	YES
Ciudad Bolívar	NO	NO	NO
Teusaquillo	YES	NO	NO
TOTAL	4	2	7
Sources: Author's elaboration with data from Plataforma Colibri (Veeduría Distrital) and Interviews			

Strategic Project	Projects that are part of the strategic section of the Mayor's budget and whose main focus is gender equity(60%)
Non-strategic Project	Projects that are part of other sectors but have an impact on women or gender equity

Mayors can work on three categories of projects. Community, strategic, non-strategic⁶⁸. Community projects are those that the citizens demand or propose, usually through the local representative to the CCM. These projects are overseen through a digital platform by the *Veeduría Distrital*, the city-level institution in charge of overseeing the use of public resources and the appropriate delivery of public services and goods. Strategic projects are funded with the strategic component of the PDD and the budget. Only since 2019, this component allows to allocate resources to gender and women (see up-coming Budget sub-section for more details). Non-strategic projects are projects that are implemented either with the flexible component of the budget or with resources from other strategic priorities other sectors but have an impact on women or gender equity.

Chart 7 shows the districts that started projects in each category. Although the data available in the platform⁶⁹ is difficult to understand and is sometimes inconsistent, out of 281 projects, I found four that are labeled as "women's sector". This does not mean that these were the only initiatives, but it only refers to those formal commitments that Mayors acquired towards the community.

Regarding strategic projects, the lack of a strategic line authorizing the use of resources for the women's sector at the district level was a big limitation for Mayors in the 2016-2020 administration⁷⁰. However and thanks to new regulations incorporated in 2017⁷¹, Usaquén and Engativá did allocate resources for strategic projects focused on women, which were discussed with the COLMYG. In Usaquén, the focus was female entrepreneurship, mental health and capacity building on gender violence prevention.⁷² The

⁶⁸ These categories are not official, I use them for analysis purposes.

⁶⁹ Plataforma Colibri. Retrieved from: <http://colibri.veeduriadistrital.gov.co/>

⁷⁰ Interview with Gender Liaison, 01/24/2020 and with Government Official at SDM 12/16/2020

⁷¹ See up-coming budget section

⁷² Interview with gender liaison, 1/25/20

focus in Engativa was on cultural events and capacity-building to prevent violence and discrimination against women.⁷³

In relation to non-strategic projects, the SDM registered 76 initiatives for the 2012-2020 period. These varied in scope and nature, but were mostly very specific. 50% of the districts implemented projects that the SDM values as impactful⁷⁴. Teusaquillo and Sumapaz are two examples. In Teusaquillo, a woman Mayor substituted in 2018 the elected Mayor. Aware of the limitations, she adapted existing projects and budget to be focused on women. She guaranteed equal participation of men and women in all projects and initiatives (i.e. political participation capacity-building process, environmental hikes, cultural events) and ran a survey to identify hot spots for gender violence leveraging resources from an already existing project⁷⁵.

In Sumapaz (a district that has had three women as Mayors in a row), the local administration has worked hand in hand with women's organizations and activists to prioritize their projects. These projects acknowledge the particular needs of women in the rural, largest and least dense district of the city, with good results not only for women but also for the community at large⁷⁶. The Mayor and the organizations have also advocated for the City and SDM to pay more attention to these particularities.

Although these projects -strategic and non-strategic- were a win in addressing the needs of women and making small steps towards gender equality, big challenges persist. First, the continuity of the projects is not guaranteed because of administrative and budget procedures. Second, the guidelines are still restrictive and limit the possibilities of what the Mayors can do. Third, even if resources are allocated, the implementation of the project requires political will from the Mayor and the JAL, which means that political considerations and competing priorities come into the picture. Fourth, the SDM and the CIOM have resources and will to provide technical assistance, but they are insufficient to address all the needs. Finally, implementing projects where women are participants is not synonymous with addressing gender inequalities.⁷⁷

Gender Equality in Development Plans, Policies and Norms

The city has created a robust body of policies, norms and regulations that shape the women's sector, as well as the possibilities and limitations that Mayors have both in their interaction with other institutions, and in their specific work to advance Gender Equality (See Appendix B for a description of the main policies and norms.)

⁷³ Alcaldía de Engativa (2018)

⁷⁴ Interview with Government Official at SDM, 12/15/2019

⁷⁵ Interview with outgoing Mayor, 02/10/2020

⁷⁶ One of the projects was a capacity building process on peacebuilding and political participation for women. Empowering women as leaders started to build a pathway for reconciliation in a district that was heavily impacted by the armed conflict. (Interview with former SDM, 01/26/2020)

⁷⁷ Interview Interview with Gender Liaison, 01/24/2020 and with Government Official at SDM 12/16/2020

The umbrella for gender-equality is the *Política Pública de Mujer y Equidad de Género* (PPMEG), and the subsequent stipulation of regulation and guidelines for its implementation (Acuerdo 584 de 2015). At the districts-level, the most relevant norms are Acuerdo 740 de 2019 drafted by the City Council, which made the women's sector eligible for strategic projects; and the *Pacto para el reconocimiento y la inclusión de los derechos de las mujeres* (PRIDM - Compact for the recognition and inclusion of women's rights). A group of women's organizations and Mayors of all districts signed a commitment that included a yearly assessment of women's situation and progress, a stronger work with women's organizations, reinforcing COLMYG and implementing gender-sensitive and non-sexist language. Although this was signed with the outgoing Mayors, it is reasonable to expect that women's organization will push for a similar commitment with the incoming cohort.

The most relevant norms and plans are the *Estatuto Orgánico de Bogotá* (EOB), which structures the city government; the *Plan Distrital de Desarrollo* (PDD); and the *Plan de Ordenamiento Territorial* (POT - City Master Plan). The PDD and the POT are particularly relevant now. As the plans for the next four and ten years respectively, these documents shape the future of the city and thus influence the work of the Mayors. Additionally, the process to draft these plans contemplates the participation of citizens at different stages. Since one of the key responsibilities of Mayors is to enhance participation, they can promote women and other traditionally discriminated populations to have a voice.

Plan de Desarrollo Distrital (PDD - City Development Plan) 2020-2024

Claudia López is the newly elected Mayor and the first woman to have that position in the city. Although she has openly said she does not identify as a feminist, she has committed to incorporate a progressive gender agenda in her development plan. During her campaign, she committed to reknown feminist and women's organizations, who supported her, to promote nine key topics⁷⁸:

1. Work for territorial, social and cultural equality
2. Secure equal opportunities in the government
3. Prioritize care labor and economy
4. Guarantee first jobs for women
5. Fight all violences
6. Secure sexual and reproductive rights
7. Promote peace in the private and public realm
8. Strengthen the dialogue with the CCM
9. Invigorate the work with rural women
10. Increase the budget of the SDM

These elements influenced the PDD she presented ("*Un nuevo contrato social y ambiental para Bogotá*" - "A New Social and Environmental Plan for Bogotá"), that is based on the SDGs and pending to be reviewed and approved by the City Council. Keeping in mind that mayors base their District Development Plans on the PDD, this opens a meaningful door to work on gender equality and women's

⁷⁸ Interview with Expert, 01/25/2020

rights, at both the city and the district level. After an analysis of the PDD, I identified four key elements of the PDD for Territorialization of Gender Equality⁷⁹:

- *Goals*: The first out of five guiding goals is to create equal opportunities for women, youth, boys and girls, with a special emphasis on closing the poverty gap that exists between men and women (i.e. feminization of poverty). Some of the programs that derive from this goal and will be of special interest for Mayors in terms of gender-equality are:
 - Securing equal opportunities and capacities for women
 - Creating a public care system
 - Promoting equality and acknowledgement of women at all levels of government.
- *Approaches*: The plan includes four approaches. Three of them speak directly to the work we are doing: gender, differential and territorial. Using these approaches as guidelines underline that gender-equality is not only the responsibility of the women's sector, but that it has to spillover to all sectors and all levels of government. The territorial approach acknowledges the particularities of each territory. Connecting these approaches entails that women are not an homogenous group, but rather a diverse group with differentiated needs in each particular territory.
- *Attributes*: *Cuidadora* (that takes care) is one of the four attributes that will guide the work of this administration. This is an acknowledgement of the fact that women carried the burden of caring for others, and thus the government has a duty to take care of them.⁸⁰ This city-level attribute can trickle down to the district-level and influence the PDLs.
- *Budget*: The PDD foresees an increase in the budget for the SDM and the women's sector, meaning that the contributions of other sectors to gender-equality will increase with respect to previous plans. This element, combined with the inclusion of the women's sector in the authorized strategic investments for Mayors means that there will be more economic resources available.
- *Participation*: As per section 2.1, citizens will have the possibility to take part in participatory budgeting processes to allocate 20% of the resources of the FDLs. Starting in 2021, this proportion will increase to 60%. This is an opportunity for Mayors to promote equal participation of women in decision-making spaces.

The form -approaches and attributes- and content -goals and programs, budget and participation - of the new PDD open a very important window of opportunity for Mayors to do more work for gender equality in articulation with the city.

⁷⁹ Proyecto Plan de Desarrollo Distrital 2020-2024, city-level.

⁸⁰ El Tiempo. (03/25/20)

3.2. What is the status of Political Participation of Women in the Districts' Government?

Women's Representation in JALs and Mayors

Although this exercise focuses on gender-equality and local government from a policy perspective (*how to improve gender equality through policy*), it is valuable to understand it, although still superficially, from the perspective of political participation (*gender equality in political participation*). Although it is true that "a woman's body doesn't mean that they will advocate for women"⁸¹, it is also true that as long as "women remain under-represented in local-governance institutions, their perspectives will be neglected in urban or municipal policy design, implementation and accountability mechanisms".⁸² "Female elected officials are not always more interested in gender equality, but many empirical studies suggest that, overall, female elected representatives have greater interest in policies related to gender equality than the average male elected politician. If there are few female elected politicians in the system, the decreased general interest in gender equality among elected officials may bear upon the overall weight that those few female officials can bring forth with the power they wield."⁸³

The PPMEG sets as one of its goals to "guarantee that women can exercise their citizenship and recognize them as political actors as a condition for the full exercise of their citizenship, by increasing their participation and representation in decision-making bodies"⁸⁴. As a result, participation and representation constitute one of the rights that the gender-equality policy prioritizes. Participation and representation can happen in formal and informal institutions, and in the civic and political realm. In the previous sections, we saw some of the mechanisms through which women participate at the local and city level to have an incidence on policy, particularly on gender-equality. This section provides a brief analysis of the participation of women at the district level.

Chart 8: Political Participation of Women as JALs and Mayors (2016-2020)

District	Members of JAL				Woman Mayor (2016)	Woman Mayor (2020)
	Men	Women	Total	% of women		
Usme	9	0	9	0.0%	NO	NO
Bosa	9	0	9	0.0%	NO	NO
Los Mártires	7	0	7	0.0%	NO	NO
Tunjuelito	8	1	9	11.1%	NO	NO

⁸¹ Interview with Government Official at SDM, 12/15/2019

⁸² Oganda, Ana Carolina (2016)

⁸³ Andrew, Caroline (2013)

⁸⁴ PPMEG, 2011, city-level

Santa Fe	6	1	7	14.3%	NO	NO
Antonio Nariño	6	1	7	14.3%	NO	NO
La Candelaria	6	1	7	14.3%	NO	NO
Suba	9	2	11	18.2%	NO	NO
Rafael Uribe Uribe	9	2	11	18.2%	YES	NO
Chapinero	7	2	9	22.2%	NO	NO
Fontibón	7	2	9	22.2%	YES	NO
Usaquén	8	3	11	27.3%	YES	NO
San Cristóbal	8	3	11	27.3%	NO	NO
Sumapaz	5	2	7	28.6%	YES	YES
Barrios Unidos	6	3	9	33.3%	NO	NO
Puente Aranda	7	4	11	36.4%	YES	YES
Kennedy	5	4	9	44.4%	NO	NO
Engativá	5	4	9	44.4%	YES	NO
Ciudad Bolívar	6	5	11	45.5%	NO	NO
Teusaquillo	2	7	9	77.8%	NO	NO
Bogota	135	47	182	25.8%		
NUMBER OF DISTRICTS >>>				6	2	

Sources: Author's elaboration with data from Secretariat of Government

Representation of women in decision-making positions in the city is extremely low. Chart 8 shows that only 25.8% of the members of JALs for the 2020-2024 period are women. When analysing disaggregated information for the districts, the problem becomes more evident. In the last four administrations numbers have ranged between 20% and 30%.⁸⁵ Of the 20 districts, 3 did not elect any women and 11 elected less than 30%. Bosa is amongst the districts with all-male JALS, despite having a very strong and vibrant women's organizations. In total, for 14 JALs, i.e. 70% of all districts, women are drastically underrepresented. Teusaquillo is the only JAL with a majority of women. Although this shows a specific moment in time, anecdotal information from ECA participants indicates that this situation is not new. Just as an example, Usme has not elected a single woman for the JAL in the past 16 years.

The situation for Local Mayors is slightly better, but still unequal. The graph shows two columns, one for 2016 and one for 2019. The 2016 column shows the information of people elected under the formal

⁸⁵ Alcaldía Local Martires (2015)

process (30% women), and 2019 the people who are currently serving as Mayors (10%)⁸⁶. At the end of the administration, there were only two women holding office as Mayors, meaning that women represented 30% at the beginning of the period and only 10% at the end.

This year, 36% of the people who presented the exam were women, which is higher than previous years. Although there is no public data about the proportion of women that approved the exam -which is problematic in itself- we do know that, of the 13 districts that already have a triad, six have no women, which means that only men approved the exam.

Although this challenge is not exclusive to the districts of Bogota (in the City Council women represent 30%, in the Colombian Congress 20%, and only 12% of all Mayors in the country are women⁸⁷, and for the world that proportion is below 5%⁸⁸), it does surface at least two challenges. The first applies to local governments in general. We have two realities in tension: Local governments make the state more accessible and more proximate. However, on the other side, the participation in decision making bodies and electoral politics is still very low.⁸⁹ The second is specific to the context of Bogota. Women's participation in civil society through women's organizations, committees and councils has pushed the gender equality agenda and policy forward, with a positive impact on women's rights. Nonetheless, this equality is not visible in formal political positions.

In sum, "local spaces condense and reflect the depth and persistence of the obstacles and limitations (that women face), as well as the capacities to make changes, and the potential for human development with gender equality."⁹⁰

Women's Representation in ECA

Chart 9: Number of participants per Stage and per gender in the ECA Process

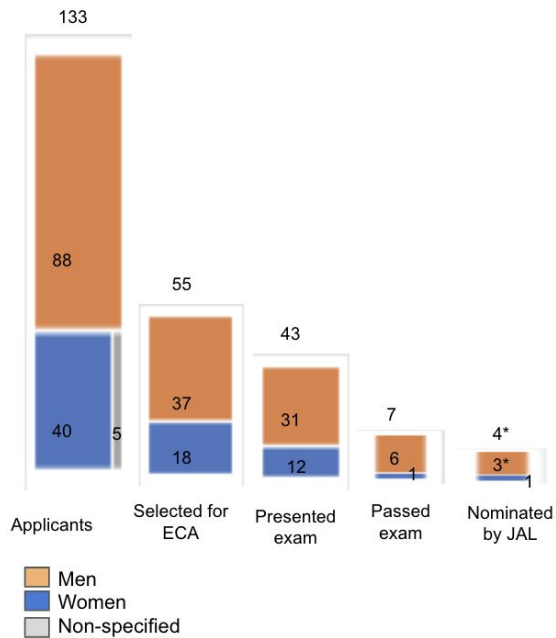
⁸⁶ Many Mayors don't finish their periods, either because they are destituted by regulatory bodies or because they resign. When this happens, another Mayor is elected and/or a person is named as Acting Mayor.

⁸⁷ Registraduría Nacional del Estado Civil

⁸⁸ UGCL (2015)

⁸⁹ Massolo, Alejandra (2005)

⁹⁰ Ibidem



Source: data provided by ECA team

In the 2019 cohort, of the pool of 133 applicants, only 30,1% (40) were women. After the selection process that included gender and differential approaches, 55 people were selected, with women representing 32,7% (18) of the cohort. In the process 6 men and 6 women dropped. Although the absolute number is equal, the proportions vary greatly: 16,2% of men and 33,3% of women. Of the 43 that took the exam, only 7 approved it⁹¹ and only 1 woman amongst them (14,3%). Anecdotaly the only woman from ECA who approved the exam was also the only one in her district and in her party to do so.

ECA can pursue two goals simultaneously: Creating the conditions so that both men and women have the tools and knowledge to promote women's rights, including the right to participation and representation; and working towards a scenario in which more women become Mayors and members of JALs, and have a voice in decision making.

⁹¹ The approval rate of ECA was 16,3%, compared to 3,5% for the complete pool of applicants.

4. ACTION: TRAINING FUTURE LOCAL MAYORS ON GENDER EQUALITY AND WOMEN'S RIGHTS

4.1. What are the main barriers and levers that Local Mayors face to address gender inequality and women's rights?

Bringing together the analysis of the different elements that influence the structure of the women's sector and the participation of women in the districts' government, three barriers and five levers arise.

Barriers

1. *Budget restrictions and competing priorities:* As mentioned in the budget section of the women's sector, until now Mayors had to tap onto the resources of other sectors in order to implement projects focused on women and gender equality. Although this improved with Acuerdo 740 of 2019 and with Circular 01 in 2020, women's sector is one of many items in which mayors can invest, and not a cross-cutting investment.
2. *Preconceptions and lack of information and knowledge in the team:* In the interviews with the team at SDM and the outgoing Mayors two things became evident. First, that prejudices and biases on gender and gender equality are very present for some government officials, both men and women⁹². Second, that the teams very often lack the knowledge and the information to know how to incorporate a gender approach into their projects and policies. For example, for some gender approach is solved by including inclusive language or by having programas where

⁹² Bohnet, Iris (2016)

50% of the beneficiaries are women⁹³. Related to this, working on these topics requires political will from the Mayor and the JAL, and very often this is absent.⁹⁴

3. *Reduced women's participation*: Women are still underrepresented in decision-making spaces like JAL and Mayor's office, as well as the City Council. This doesn't lose sight of the facts that women don't necessarily advocate for gender equality and that men can also advance women's rights. However, as long as women don't have equal access to formal decision-making positions, gender inequality won't be achieved.

Levers

1. *Existing policies and plans at the local, national and international level*: Following the analysis from the previous section, the PPMEG provides a robust framework for territorialization, the new PDD offers a very strong ground for advancing women's rights, and the SDGs (which also inform the PDD) equip with guidelines. With this in mind, Mayors have not only the option, but also the responsibility to prioritize equality and work with a gender approach.
2. *Participation*: In the background and the analysis sections it became evident that formal and informal participation is central to the way in which government works in Bogota and, particularly, to the way in which women's policy has been shaped. In addition to this, there is the inclusion of strong participatory budgeting for the districts' budget. Mayors can use these spaces to listen to women in their diversity, understand their needs and work with them. As a precondition for this, they should require equal participation in these spaces (for those that don't have it already). Additionally, these budgeting processes can have a gender approach.⁹⁵
3. *Territorialization is a priority for SDM*: Despite having a small budget, SDM has the will, the tools and the knowledge to work with Mayors. They have already created practical tools, can provide technical assistance and can help Mayors and their teams to close the knowledge and information gaps for the work they do, as well as working with them in identifying biases and preconception.
4. *Potential for gender approach in other sectors that are a priority for Mayors*: Mayors use a lot of their time and resources working on security, public spaces such as parks and early childhood projects⁹⁶. These three topics have a potential of including a gender approach. For examples, parks can be approached from a gender perspective in at least three ways: inclusive furniture, safe spaces for women and furniture as means of communication (e.g. for violence prevention).

⁹⁷

⁹³ Interview with Government Official at SDM, 12/16/2020

⁹⁴ Interview with Community Leader, 02/13/2020

⁹⁵ Terraza et al (2002)

⁹⁶ Interview with Outgoing Mayor, 01/29/2020

⁹⁷ Terraza et al (2002)

4.2. What tools do Local Mayors need to incorporate gender equality in their Local Development Plans and the subsequent policies?

Principles

Grounded on the barriers and levers from section 3.2., the guidance on local government and gender equality addressed in the introduction and the review of handbooks, guides, and documents for gender mainstreaming⁹⁸, I defined five principles to guide the training and the corresponding tools.

1. *Gender Mainstreaming*: This is the grounding principle "Gender mainstreaming is the practice of incorporating a gender equality perspective in all policies, at all levels and all stages, by the actors normally involved in policy-making. The practice seeks to anticipate the potentially different impacts of policy on men and women and design policies that are not gender-blind but gender-sensitive."⁹⁹ It requires thinking from a gender perspective throughout the policy process, regardless of the policy area¹⁰⁰:
 - Define: how does this problem affect women? Include gender-sensitive indicators and data.
 - Planning: how can women be heard and involved? Include gender sensitive indicators, gender-sensitive budgeting, gender-sensitive and inclusive planning process¹⁰¹.
 - Acting: how is this policy affecting women?
 - Monitoring: how are women being impacted differently? Is this program closing gaps or creating them?
2. *Leadership by example*: Building teams that are an example of gender equality. This includes parity teams, promoting an inclusive culture, understanding the needs of men and women in the workplace and toward their communities and families. Promoting a culture in which team members work on their biases and prejudices.¹⁰²
3. *Care ethics, economics and politics*: Design, plan and manage with the goal of building caring districts, which acknowledge that women have a disproportionate burden in paid and unpaid care labor. Governments take the responsibility to "promote care as an overarching pillar of social protection, based on the principles of equity and solidarity, both intergenerational and in terms of gender"¹⁰³. This entails approaching government from a perspective of care and empathy.

⁹⁸ Government of Victoria, ONU Mujeres, Tarraza et al. (2002), UCGL (2013, 2015, 2018), UN (1997), Urbact

⁹⁹ UN (1997)

¹⁰⁰ Urbact

¹⁰¹ Ibidem

¹⁰² Bohnet, Iris (2016)

¹⁰³ CEPAL

4. *Capacity building*: Train the team and provide members with easy and concrete tools and mechanisms to incorporate a gender approach into the work they do and the policies they implement.
5. *Raise the voices of women*: Advocate for women's voices to be heard and included in the decision-making process. This includes strengthening existing participation spaces focused on gender and women's rights, to make sure that the recommendations and needs that are manifested in these spaces are incorporated into policies and programs. In non-specific committees and participation spaces, Mayors should set rules and procedures that guarantee an equal participation of women.

Criteria

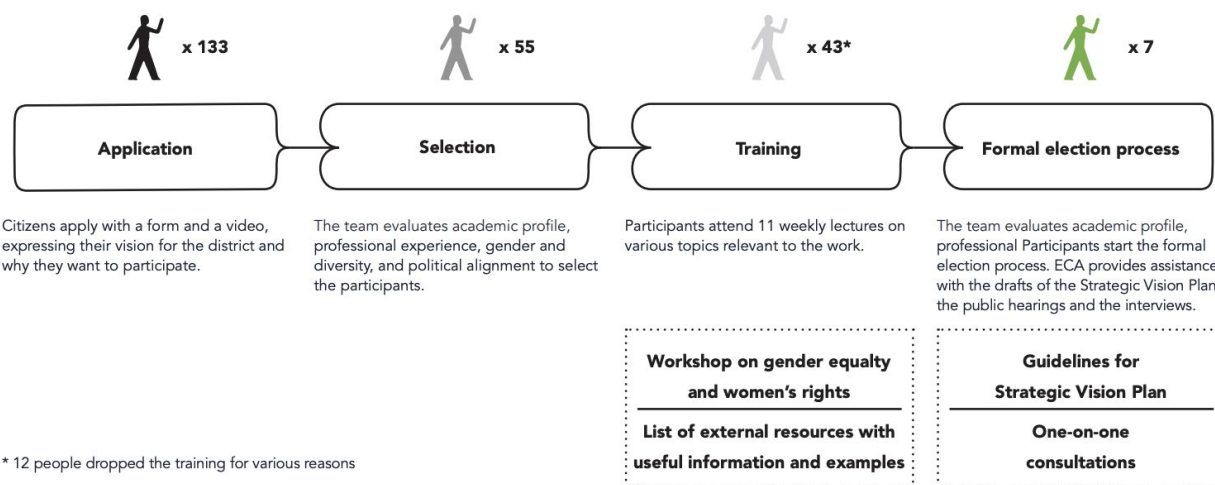
The process and timings of ECA and the election process determined the structure of the tools for each stage. To fit with the process and the goals of the training, I outlined five conditions for the design:

1. *Modular* - Everyone gets a general idea, and those who want to delve deeper have access to the resources to do so.
2. *Meet-them-where-they-are* - It is useful for people who have a background in gender and those who are starting from zero.
3. *Practical* - Includes practical tools and concrete examples, related to the realities that Mayors face.
4. *Context specific* - Includes context-specific information about the key institutions, normative frameworks and limitations for the context of Bogota and the districts.
5. *Complementary* - Participants are able to digest the information easily and in combination with the other topics they were learning.

Tools

Taking the key elements and the conditions as a departing point, I developed three tools (see Appendix G to see the documents in Spanish). Chart 10 shows the tools as part of the ECA process.

Chart 10: Tools



1. Presentation: Workshop (W) and Useful Resources

The workshop was the eighth of eleven training sessions. Previous sessions had covered diverse topics: participatory budgeting, main functions and responsibilities, Bogota's government structure, budgets, strategic design, hiring and procurement, transparency and open government. In the four-hour session, another speaker and I covered two topics separately: gender equality workshop and public policy analysis.

I structured the session around a talk and a workshop. The talk answered seven questions:

- I. *What do we mean by equality, equity and women's rights?* This section's goals are to assess where the participants are in terms of knowledge about the topic, to debunk myths and to create a common ground with key terms. These terms are both general (e.g. gender equality and equity) and specific to the policy context of Bogota (e.g. 8 rights prioritized by SDM, women's; gender, differential and rights approach).
- II. *Why do we need to talk about this?* This section provides data about the situation of women and gender inequality in Bogota, as well as arguments on why gender equality matters. These arguments are institutional (SDGs), social (correlation of gender equality with other topics), economic (return on investment on women) and historical (Bogota's pioneering work).
- III. *What do norms and policies say about this?* This section describes the international, national, city and local policies and norms that set the ground for the work on the topic. I made a special emphasis on PPMEG and the norms that apply to the districts.

- IV. *Where does Claudia Lopez stand?* This section analyses the political platform of the newly-elected Mayor and highlights the topics most relevant to women and gender equality, including the agreement with women's organizations.
- V. *How does the women's sector function in Bogota?* This section describes in a simplified manner the main institutions, roles, budget and functions of the women's sector, with a special emphasis on the committees that operate at the district level. It also provides examples of previous projects and outlines the main challenges.
- VI. *How can we go from theory to practice?* This section starts by discussing three "windows of opportunity" (participatory budgeting, PDL with SDG focus and POT). It then outlines what Mayors can do in relation, first, to the policies and programs and, second, to the work with their team. Regarding the programs, it addresses six complementary options: gender mainstreaming in general, gender approach to specific existing projects, participatory budgeting and planning, collecting disaggregated data throughout the policy process, gender-inclusive public spaces and care labors. In relation to the team, it touches on four points: parity teams, capacity-building across all sectors, gender-sensitive procurement, promoting a non-discriminatory language and culture.

For the workshop part, I planned two exercises, but we did not have time to do them:

- I. *Build a District Development Plan with Gender Approach:* For this exercise, participants form groups of 4-5 people. Together, they have to choose one district and brainstorm a list of challenges. They then must choose one of these challenges and brainstorm ideas on how it relates to gender equality. Based on these ideas, they should propose a strategic project for the women's sector.
- II. *Experimenting with the PDIA methodology*¹⁰⁴: This exercise has two purposes: sharing the PDIA methodology and reflecting on the problem of gender equality through it. To do this, I propose two initial statements, among which the groups can choose from, to do the first stage of PDIA (problem deconstruction):
 - Mayors have legal, administrative and economics constraints to act on the problems that most affect women
 - Women in (district name) (identify a visible problem)

The presentation includes an appendix that served as a toolbox with useful resources and guides developed by third-parties. These tools seek to provide substance to the suggestions of question VI in

¹⁰⁴ Problem Driven Iterative Adaptation (PDIA) is a process of *facilitated emergence* which focuses on problems (not solutions) and follows a step by step process (not a rigid plan) that allows for flexible learning and adaptation. The problem construction and deconstruction process in PDIA: mobilizes local talent, fosters broader conversations, engages authorizers and contextualizes policy. The iterative experimentation, structured learning and adaptation in PDIA: empowers action by local people, facilitates emergence of local solutions and creates new capabilities to solve problems.

the talk part of the session. I group the tools in three categories: theoretical and conceptual documents on gender equality; gender mainstreaming; examples of gender-sensitive projects. Additionally, I included the PDIA toolkit and two reports from the SDM on security and transport, and gender-based violence, two high-priority topics for Mayors.

2. Guidelines for Local Strategic Vision Plans¹⁰⁵

The ECA team provided participants with a document with guidelines to prepare the *Planes Estratégicos de Visión Local* (PEVL - Local Strategic Vision Plans) and the subsequent public hearings with the JALs. This short (1-pager) document reflects the political and strategic vision of ECA for the city: the city as a right for women, youth and other populations traditionally discriminated; dignified representation; inclusive decision-making.

I included the gender approach to the guidelines and specified three elements that Mayors could include transversally in their plans. These elements correspond with three of the components described at the beginning of this section:

- I. *Participation*: Leverage existing participation spaces to include women's voices throughout the policy process. This entails inviting diverse women, making sure that they have equal participation as men and taking their needs and knowledge as a serious input for policy making in all sectors.
- II. *Gender mainstreaming*: Train the team at the Mayor's office to have the knowledge and capacity to include gender approach in the projects they develop across sectors and throughout the process.
- III. *Leading by example*: Have parity teams and promote a non-discriminatory culture in the office.

3. One-on-one consultations

This process supported seven participants -those who passed the exam- as they drafted the PLVE and prepared for the public hearings. The goal was to work with each person individually to understand how the gender approach fitted with their own vision and strategy for their district. To achieve this, I reviewed a draft version of the PLVE and then met with each person for 30 minutes to an hour. This space followed a semi-structured method, so that the conversation could evolve according to the needs of each participant. In general, the conversation had one or many of these components:

- I. Questions about gender equality in general and conversations about personal biases and how they influence our perceptions about men and women.

¹⁰⁵ PVEs are documents prepared by candidates for the public hearings with the JALs. These documents are short (~750 words) and present the priorities of the candidate and his strategic proposals, which should inform their PDD if they are elected.

- II. Questions about what Mayors can do, how they can work with their teams and how they can incorporate a gender approach into specific projects.
- III. A detailed overview of each point of the PLVE. For every priority, strategy or project, we discussed how it could impact women and how it could be approached from a gender equality perspective.

4.3. Lessons Learned

After the process, I interviewed four participants to gather their feedback about the tools and learn what worked and what did not. I organized the main takeaways from the interviews (Appendix H, which evaluates each phase of the process against the initial conditions.

Synthesizing the main findings from the evaluation, these interviews provided very insightful lessons about the process that hopefully can inform future iterations of ECA.

First, in relation to the tools, the guidelines for the PEVL should be more specific and adapt the concepts to practical examples that are, ideally, specific to the context of the districts. Combining the document with the one-on-one consultations is one way of closing the gap. Incorporating more concrete examples from small cities in Latin America and Colombia, as well as more examples from Bogota can be very useful to assimilate the practices and learnings. In this sense, it becomes more relevant to do the practical exercises that I was planning to do. This would require allowing more time for the session or splitting the training in two parts. The main challenge for this is that ECA needs to cover many topics in a short period of time. Notwithstanding, as I mentioned before, incorporating gender equality as a cross-cutting topic can open possibilities for more time and more chances to test ideas and practices like gender mainstreaming.

Second, the workshop succeeded in showcasing in a simple way how the women's sector works, where the resources come from and what the installed capability is. Explaining the participation mechanisms, both formal and informal, as well as the importance of the women's organizations, allowed participants to know the context that they would be navigating and start working with their constituencies.

Third, the one-on-once consultations were very useful to go beyond "what is gender equality" to "how does gender equality look like". The list of external resources and tools is very useful, but it is necessary to include a more thorough explanation of each resource and how participants can use it. The links were useful and allowed participants to go deeper in topics that were most relevant to their priorities or the realities of their districts. However, as they are, it is not straightforward why and how each of those resources can be useful.

Fourth, the session on gender equality should start with a conversation around biases and prejudices. "Before discussing the concepts, we should reflect as a group on our own biases and prejudices, as well as our roles and responsibilities in a patriarchal system."¹⁰⁶ This enables a richer conversation that

¹⁰⁶ Interview with ECA participant, 02/15/2020

departs from the lived experiences of the participants and makes gender inequality more proximate and familiar, and not an abstract topic that "only matters to women". This conversation should also include a reflection amongst participants on how the gender dynamics are playing out at ECA.

The conversation about gender equality needs to start earlier in the training process. One of the principles that we teach about gender equality is that it should be cross-cutting and not an item that stands by itself. We also used leading by example as a key element. In that sense, the training sessions on planning, budget, procurement, security, transparency, etc. should incorporate a gender approach. Where are the women? How does this problem affect them? Have they been excluded? How does a specific policy impact them? These questions should also recognize how gender intersects with other identities.

5. Recommendations

Bringing together the description of local government and the women's sector in Bogota and the barriers and levers that result from them with the assessment of the tools, and the lessons learned from them, the team can work on the following recommendations.

Inside ECA

1. *Use ECA as a laboratory:* ECA can serve as a laboratory to understand the low participation of women. It is important to assess the differential motivations and barriers for men and women to enter the process, interrupt it or finish it. It is necessary to assess how perceptions, roles and

process design are influencing the participation of women. Incorporating a behavioral approach to assess and address existing biases can enhance the design of ECA.¹⁰⁷

2. *Include a gender approach early on:* Following the principles of gender mainstreaming and leading by example, gender equality should not be a self-standing topic but a cross-cutting approach to the training. As part of this process, ECA can motivate a reflection within the participants around their own positionality and biases in a patriarchal system.
3. *Incorporate concrete examples, practical exercises and step-by-step guides:* After explaining the concepts and the structural and institutional design of the women's sector, it is very important to translate them into the realities of a Mayor's every-day life. This includes showcasing what has worked and what hasn't in other places, and doing hands-on-exercises.
4. *Maintain and enhance one-on-one consultations:* This allows to tailor the approach to the vision and priorities of each candidate, and demonstrates how gender equality can start with small steps.

Other actions

1. *Oversee and monitor the implementation of the City Development Plan from a gender perspective :* A group of former ECA participants is working together to oversee the work of the City Mayor. Gender is one of the topics. For this endeavor, I recommend:
 - a. Overseeing projects from the women's sector
 - b. Advocating for gender-disaggregated data at all stages and in all sectors, at the district level
 - c. Analyze the impact of policies on women
 - d. Advocate for women to have equal participation in all participatory spaces, and not just those focused on gender
2. *Advocate for the inclusion of a gender approach into the bill to reform the Organic Statute of Bogota (EOB):* The bill to reform the roles and responsibilities of JALs and Mayors constitutes a great step towards simplifying procedures and increasing representation. This is a great opportunity to incorporate a gender approach in the structure of government and increase the participation of women.

6. Conclusion

This report started with an introduction to the intricate and complex relationship between cities, women and gender equality, and the role that local governments have in guaranteeing women's rights.

¹⁰⁷ Bohnet, Iris (2016)

Zooming in in Bogota, I layed out a general overview of local government structure and the situation of women in the city, showcasing why gender equality should still be a priority.

To connect this with the role of ECA in training future Mayors, I layed out an explanation of the institutions, budget and policies that shape local government in Bogota, with special attention into districts. This laid out the ground to understand and analyze how the women's sector works in Bogota and what mayors can a cannot do to advance gender equality. I described and analyzed briefly the low participation of women in decision-making, which constitutes a means and an end to gender equality in the city.

As a result, I identified how these structures, institutions, policies and participations translate into barriers and levers for the work that Mayors can do to advance gender equality. Wlth this in mind, I tried and assessed three tools, and gathered lessons for ECA.

Although this analysis was limited in Bogota to the role of Mayors in Bogota, I hope that it can inform future iterations of ECA in Bogota and other parts of the country. The work that ECA is doing to empower citizens to participate in politics is outstanding. Hopefully, the initiative will grow in size and reach, incorporating a gender approach throughout. I acknowledge my own failure in not including other discriminated populations and the intersections of gender with other identities in this exercise.

I trust that ECA will, at the same time, increase the participation of women and other traditionally absent voices, and improve gender equality in all realms of policy.

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APPENDICES

A. List of Interviewees

	Name	Role
Experts		
1	Angela Maria Robledo	Representative for Bogota
2	David Luna	Former member of JAL, former Representative for Bogota
3	José Daniel Lopez	Representative for Bogota leading the reform of EOB
Government Officials		
4	Cristina Velez	Former Secretary of Women, former Secretariat of Social Integration
5	Angela Anzola	Former Secretariat of Women
6	Dora Rodriguez	Director for Territorialization, Rights and Participation at the Secretariat of Women
7	Julio Abril	Director of development Plans and Local Actionm at the Secretariat of Planning
8	Luis Alfredo Cerchiaro	Director of Support to Districts at the Secretariat of Government
Outgoing Mayors		
9	Lina Garcia	Former Gender Liaison for the Mayor of Usaquen District, member of the JAL of Usaquen
10	Gustavo Nino	Former Mayor of Santa Fe District
11	Luisa Lopez	Former Mayor of Engativa District
12	Manuel Calderón	Former Mayor of Santa Fe District
Womens Organizations		
13	Aidee Rodriguez	President of the CCM
14	Matilde	Community Leader in Sumapaz District
ECA Participants		
15	Abraham Hidalgo	Chapinero
16	Paola Garzón	Usaquén
17	Oscar Ramos	Chapinero
18	Anibal Vergara	Tunjuelito

B. Guiding Questions for Semi-structured Interviews

Experts in Bogota's Local Government	<ul style="list-style-type: none"> • How does Local Government work? • What are the possibilities and limitations of Local Mayors? • How can they incorporate a gender approach into their work?
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Expert in Gender Equity	<ul style="list-style-type: none"> • What are the challenges and opportunities that the new City Mayor faces in respect to women's rights and gender equity? • What were the demands of the women's movement in the campaign for Mayor? • How can Mayors incorporate a gender approach into their work? • What tools do Mayors need to be better at advancing gender equity?
Government Officials	<ul style="list-style-type: none"> • How does (institution) work? • What should I know to understand how districts work? • Where has the city made progress in terms of gender equity? • Where are the biggest challenges? • What tools do Mayors need to be better at advancing gender equity?
Outgoing Mayors	<ul style="list-style-type: none"> • How does the office of a mayor work in practice? • What are the main barriers to implement projects focused on gender equity? • Did you implement any of these projects? Why? Why not? • How much do you know about gender equity? • Do you think gender equity is relevant for the work of the Mayors? Why? Why not? • What were the main challenges and barriers that you faced? • What knowledge do you wish you had when you started? • How does the relationship with the SDM work? • Do you know the tools that the SDM has to support the work of Mayors? • How was your relationship with the COLMYG and women's organizations in the district?
Women's Organizations	<ul style="list-style-type: none"> • Tell me about the work that you do. • What are the main barriers for Mayors to implement projects focused on gender equity? • Did the Mayor of your district implement any gender-equity projects? • What knowledge or tools do you wish that Mayors had? • How can Mayors increase the participation of women's organizations? • How was your relationship with the Mayor in terms of doing projects together?
ECA Participants	<ul style="list-style-type: none"> • What did you know about gender equity before ECA? • What are your key takeaways? • What would you do now to incorporate a gender approach? • What is missing? • Which tools were useful? Which were not? • What else would you include in the workshop?

C. Women in Bogota

Right to a life free of violences

- 61% of women feel unsafe in the city, compared to 53% of men (2018)
- Most female road crash victims are reported in low-income neighborhoods with low access to transport services and high numbers of women walking amidst poor infrastructure conditions (2019)
- 83,4% of the reported cases of partner violence are from women. Sumapaz (1463.6/100,000), Santa Fe (759.7) and Usme (730) have the highest rates.(2018)

Right to participation and representation

- 25.8% of the members of JALs for the 2020-2024 period are women. Of the 20 districts, 3 did not elect any women and 11 elected less than 30%. (2019)
- Women hold 31.6% of high-level roles in Local Mayors' offices (2018)

Right to work in conditions of equality and dignity

- The Multidimensional Poverty Index is 7,6% for women and 2,7% for men. Monetary Poverty for women is 13,4% and 11,9% for men (2019).
- For every hour that a man invests in care activities, a woman spends 2.25 hours. (2019)
- Global Rate of Participation is 75,8% for women and 62% for men (2019)

Right to health

- Teenage pregnancy rate declines 30% between 2015 and 2019. Bosa, Kennedy and Ciudad Bolivar have the highest rates.
- While more men committed suicide, more women have suicidal thoughts. 60% of these women are between 14 and 26 years old (2016)

Right to education with equality

- 38.9% of women and 43.2% of men think that an adequate education for girls is the one that prioritizes her roles as mother and wife (2017)
- 10.4% of women ages 5-24 that don't study say the main reason is that they have to do domestic labor. For men, this rate is 0.7% (2017)

Right to culture free of sexism

- 63.6% of people in Bogota agree: "Women are better at household work than men"
- 33.8% of women and 51,% of men agree: "Every family needs a man to protect her"

Right to habitat and a dignified house

- Women use primarily Transmilenio and the Integrated System for Public Transportation to move around the city, while men predominantly bike or walk (2018)
- Female commuters in Bogotá spend 11% more of their time on trips to work compared to male commuters (2019).
- 37.1% of households in Bogota have female leadership (2017)

Right to peace and *convivencia* (co-existence living together) with gender equality

- Women who were displaced because of the armed conflict or that were combatants of an armed group, express suffering discrimination and stigmatization.
- 63,9% of victims of the armed conflict that live in Bogota live in Ciudad Bolivar, Bosa, Kennedy, Suba and Usme (2018)

D. Key Institutions in the Women's Sector

Institutions	Level	Type*	Comp**	Description
CCM: <i>Consejo Consultivo de Mujeres</i> (Women's Advising Council)	City	W	C	The CCM started in 1991, but exists formally since 2007. Its members are elected by women every 4 years. It is a participatory organization that formulates policy recommendations, advises all key sectors of the city, and holds the SDM accountable. The 41 seats of the Council are distributed as follows: one for each of the 20 localities, one for each of the 8 prioritized rights, one representative of each diversity group (disabilities and caretakers, academia, youth, victim of displacement, victim of sociopolitical violence, LBT, Community Action Board member, indigenous, Territorial Planning Council Member, sex workers), 3 representatives of ethnic minorities (afrocolombian, palenquera, raizal/negra; rom; rural women).
CIDGL: <i>Comisión Intersectorial de Desarrollo y Gestión Local</i> (Intersectoral Commission for Local Development and Management)	Districts	G	G	The CIDGL coordinates territorialization and adaptation of the city-level policies to the districts; oversees procurement and hiring, as well as implementation of the local development plan and budget; and provides districts with instruments and technical assistance in the policy areas most relevant to them. It is formed by one representative of each Secretariat.
CIM: <i>Comisión Intersectorial de Mujeres</i> (Intersectoral Commission for Local Development and Management)	City	W	G	CIM brings together representatives from all sectors in the city government to oversee the implementation of PPMEG and promote mainstreaming. The Territorialization Team inside the CIM is in charge of : 1. Defining action plans for those activities that involve Mayors and districts. 2. Mainstreaming all approaches in the investment projects funded by the Local Development Funds.

CIOM: <i>Casas de Igualdad de Oportunidades para las Mujeres</i> (Houses for Equal Opportunities for Women)	Districts + City	W	N/A	CIOM are at the same time a strategy to promote women empowerment and fulfillment of rights, and a mechanism to territorialize PPMEG, and deliver services to the diverse women that live in Bogota.
CLG: <i>Consejo Local de Gobierno</i> (Local Government Council)	Districts	G	G	Each Mayor forms a CLG that meets periodically to plan, oversee and monitor the territorialization strategy for each district. For each district, the members of the CLG are the Mayor, the Financial Coordinator, the legal coordinator, the Chief of Police and representatives of all key areas (i.e. Heads of Secretariats delegates a representative for every district).
CLP: <i>Consejo Local de Planeación</i> (Local Planning Council)	Districts	G	C	CPLs are civic participation bodies. JALs and Mayors have to consult CPLs for matters related with local planning.
CLM: <i>Consejo Local de Mujeres</i> (Local Women Council)	Districts	W	C	The localities of Sumapaz, Rafael Uribe Uribe and Puente Aranda have Local Women Councils (CLM in Spanish), that advise the local administration on key topics related to women's rights and gender equity, as well as the prescriptions of the PIOEG.
CLS: <i>Consejo Local de Seguridad</i> (Local Security Council)	Districts	W	M	CLS oversee the implementation of Local Security Plans
COLMYG: <i>Comité Operativo Local de Mujer y Género</i> (Local Operational Committee for Women and Gender)	Districts	W	M	Each district has a COLMYG, a participation instance through which women position and assess the implementation of public policy on women and gender equity at the district level.
CONFIS: <i>Consejo Distrital de Política Económica y Fiscal</i> (City Council for Economic and Fiscal Policy)	City	G	G	It is a collegiate body spearheaded by the City Mayor and managed by the Secretary of Planning. It determines and oversees the fiscal policy of the city and its budget.

CR: <i>Casas Refugio</i> (Refuge Houses)	City	W	N/A	Refuge Houses serve as safe havens for women who are at imminent risk of suffering violence.
CTPD: <i>Consejo Territorial de Planeación Distrital</i> (Territorial Council for City Planning)	Districts	G	C	The CTPD is the highest instance of participatory planning in the city, bringing together a wide, diverse and varied representation of civil society. It has 99 members, who represent 22 sectors of civil society.
JAL: <i>Junta Administrativa Local</i> (Local Administrative Board)	Districts	G	N/A	JALs are an instrument of decentralization that was created with the 1991 Constitution. They differ in size, depending on the population of the district and ranges between seven and eleven members, who are elected by popular vote in the same elections as the City Mayor. Their functions include approving the Local Development Plan suggested by the Mayor, overseeing and controlling the delivery of public goods and the investments of public resources.
OMEG: <i>Observatorio de Mujer y Equidad de Género</i> (Observatory for Women and Gender Equality)	City	W	N/A	OMEG is a strategic tool to gather, organize, analyze, interpret and share information about the situation of women in Bogotá. OMEG is administered by the SDM.
SDM: <i>Secretaría Distrital de la Mujer</i> (Secretariat of Women)	City	W	N/A	The SDM guides and coordinates the drafting, implementation, monitoring and evaluation of policies related to women and gender equity. The SDM is also in charge of mainstreaming gender-approach, differential approach and women's rights approach across all policies of the city.
SG: <i>Secretaría Distrital de Gobierno</i> (Secretariat of Government)	City	G	N/A	The SG guides and leads the design and monitoring of policies that aim to strengthen democratic governance at the city and local/district level. SG oversees the government of the districts.
SP: <i>Secretaría Distrital de</i>	City	G	N/A	The SP guides and leads the design and

<i>Planeación</i> (Secretariat of Planning)				monitoring of territorial, economic, social and environmental planning. SP oversees the government of the districts.
Veeduría Distrital (City Overseer)	City	G	N/A	Entity in charge of overseeing the use of public resources and the appropriate delivery of public services and goods.
<p>* Type can be W for institutions and commissions that are specific to the gender sector and G for those that are general or cross-cutting</p> <p>** Comp. refers to the composition of the council. G for government, C for civil society, M for both. Applies only for commissions, committees and councils.</p> <p><i>Source: Author's elaboration with information publicly available from diverse sources</i></p>				

E. Key Laws and Norms for the Women's Sector in Bogota

POLICY OR NORM	LEVEL	DESCRIPTION
Gender Equity		
Circular 01 de 2020	CONFIS	<p>This document provides the guidelines for the local investment priorities for Local Mayors for the 2020-2024 administration .</p> <p>35% non-flexible component:</p> <ul style="list-style-type: none"> • Publica Management • Inspection and control • Older people • Higher education and early childhood <p>60% strategic component</p> <ul style="list-style-type: none"> • Culture and sport • Gende, peace, co-existence and culture • Mobility and public space • Environmental sustainability • Collective actions for formalization and public space
Decreto 166 de 2010 Política Pública de Mujer y Equidad de Género (Policy for Women and Gender Equity), 2010	CITY MAYOR	Recognizes, guarantees and restores women's rights, so that the unfair and avoidable conditions of discrimination, subordination and exclusion that women face in the private and public real are changes. It seeks to promote real equality of opportunities and gender equality in Bogota.
Acuerdo 584 de 2015	CITY COUNCIL	Describes the specific policies and guidances of the PPMEG with three approaches; womens' rights, differential, and gender
Acuerdo 740 de 2019, Art 5	CITY COUNCIL	Provides norms and guidelines for the functioning lod districts and Local Mayors, including their investment funds
Acuerdo 703 de 2018	CITY COUNCIL	Updates the System for the Integral Protection of Women who have suffered violence
Pacto para el reconocimiento y la inclusión de los derechos de las mujeres (Compact for the recognition and inclusion of women's rights), 2019	CCM	<p>This compact was signed by a group of women's organizations and the previous local mayors and will likely be updated once local mayors are in office. The main recommendations are:</p> <ul style="list-style-type: none"> • Yearly assessment of women's situation and progress • Strengthen women's organizations and create

		<p>optimal conditions for their influence</p> <ul style="list-style-type: none"> • Strengthen COLMYG • Implement gender-sensitive and non-sexist language in the CSM
General		
EOB: Estatuto Orgánico de Bogota (Organic Statute of Bogota)	NATIONAL CONGRESS	This law was passed 1993 in response to an article of the 1991 Constitution that granted Bogota autonomy as the Capital District. It shapes the guidelines for the government structure.
PDD: <i>Plan de Desarrollo Distrital</i> (City Development Plan)	CITY MAYOR	City-level government plan that outlines the goals, objectives , programas, calendars, normas, means and instrument, and general and sectoral strategies.
PDL: <i>Plan de Desarrollo Local</i> (Local Development Plan)	LOCAL MAYORS	District--level government plan that outlines the goals, objectives , programas, calendars, normas, means and instrument, and general and sectoral strategies. he PDL is an adaptation to each district of the PDD.
POT: <i>Plan de Ordenamiento Territorial</i> (City Master Plan)	CITY MAYOR, approved by CITY COUNCIL	Every 10 years, the city goes through a technical and participatory planning process to design the city master plan, which outlines the urban development of the city.
<p>This table summarizes the main policies and norms. The whole normative framework can be found at: http://www.sdmujer.gov.co/transparencia/marco-legal/normatividad</p>		

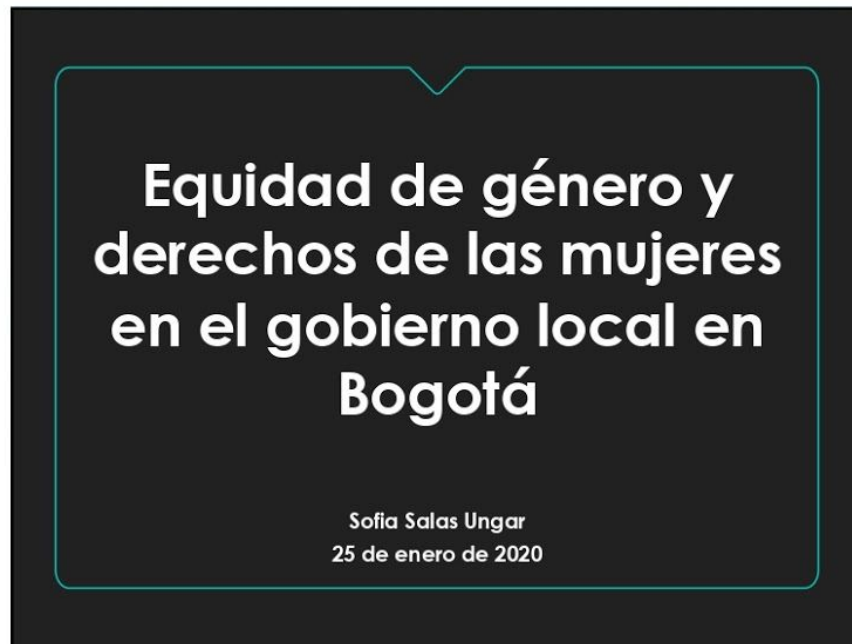
F. International and National Policies and Frameworks for Gender Equality

POLICY OR FRAMEWORK	LEVEL	DESCRIPTION
Convention on the Elimination of All Forms of Discrimination against Women New York, 18 December 1979	UN	The Convention gives positive affirmation to the principle of equality by requiring States parties to take "all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men"
Beijing Declaration and Platform for Action	UN	The Beijing Declaration and Platform for Action of 1995 is a visionary agenda for the empowerment of women. It still remains today the most comprehensive global policy framework and blueprint for action, and is a current source of guidance and inspiration to realize gender equality and the human rights of women and girls, everywhere. The agenda focuses on 12 priority areas for women.
Sustainable Development Goal 5	UN	<ol style="list-style-type: none"> 1. End all forms of discrimination against all women and girls everywhere 2. Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation 3. Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation 4. Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate 5. Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life 6. Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences 7. Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws 8. Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women

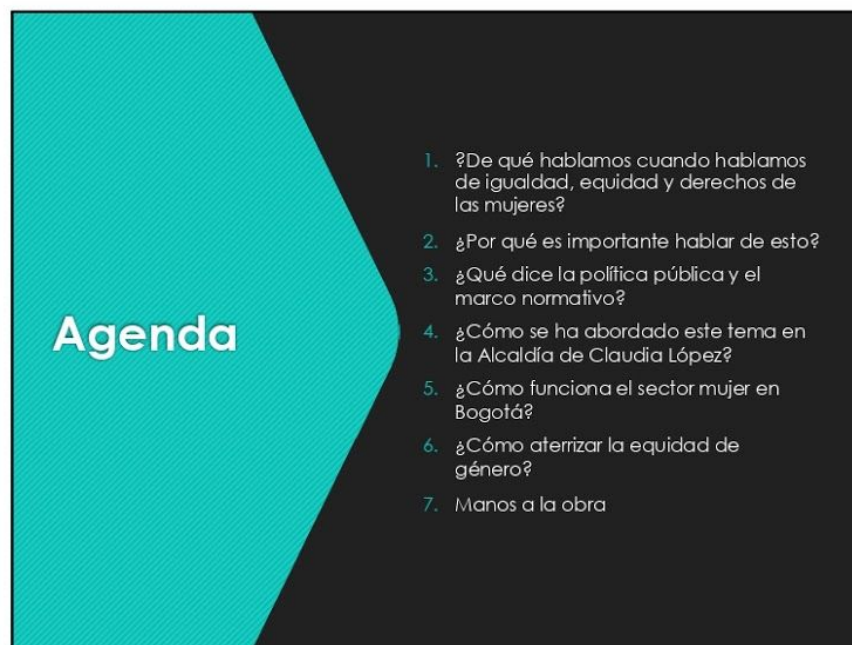
		9. Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels
Sustainable Development Goal 11	UN	<ol style="list-style-type: none"> 1. By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slum 2. Provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons 3. Enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries 4. Strengthen efforts to protect and safeguard the world's cultural and natural heritage 5. Significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations 6. Reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management 7. Provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities 8. Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning 9. Substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels 10. Support least developed countries, including through financial and technical assistance, in building sustainable and resilient buildings utilizing local materials
Política Pública Nacional de Equidad de Género para las Mujeres, 2013 (Public Policy for Equality for Women) + Plan Integral para una vida libre violencias	COL	These three documents form the framework for gender equity policy in the country, and aims to be a reference for the design and implementation of sustainable actions to overcome gender gaps, and promote a cultural transformation that in ten years will contribute to the effective enjoyment of rights for women.

+ CONPES Social 161 de 2013		
GUÍA PARA LA TRANSVERSALIDAD DEL ENFOQUE DE GÉNERO Y DERECHOS HUMANOS DE LAS MUJERES EN LOS PLANES DE DESARROLLO A NIVEL TERRITORIAL, 2013 (Guide for gender mainstreaming in Local Development Plans)	COL	This document provides a guiding framework for gender mainstreaming at the local level in Colombia.
<i>Source: Author's elaboration with information available online</i>		

G. Tools - Workshop



1



2

¿De qué hablamos cuando hablamos de igualdad, equidad de género y derechos de las mujeres?

¿Cómo esperamos que cambie la vida de las mujeres en los territorios?

¿Cómo esperamos que mejoren las relaciones entre hombres y mujeres en los territorios?

Enfoque de Derechos de las Mujeres:

Igualdad real y efectiva de derechos

Enfoque Diferencial:

Transformación de desigualdades que impiden el ejercicio pleno de los derechos

Enfoque de Género:

Transformación de relaciones de poder jerarquizadas

Fuente: UNESCO, Igualdad de género

3

¿De qué hablamos cuando hablamos de igualdad, equidad de género y derechos de las mujeres?



Igualdad de género: Igualdad de derechos, responsabilidades y oportunidades de las mujeres y los hombres, y las niñas y los niños. No significa que las mujeres y los hombres sean lo mismo, sino que los derechos, las responsabilidades y las oportunidades no dependen del sexo con el que nacieron. La igualdad de género supone que se tengan en cuenta **los intereses, las necesidades y las prioridades tanto de las mujeres como de los hombres**, reconociéndose la **diversidad** de los diferentes grupos de mujeres y de hombres.



Equidad de género: Imparcialidad en el trato que reciben mujeres y hombres de acuerdo con sus necesidades respectivas. El trato puede ser igualitario o diferenciado, pero se considera **equivalente en lo que se refiere a los derechos, los beneficios, las obligaciones y las posibilidades**.

Fuente: UNESCO, Igualdad de género

4

¿De qué hablamos cuando hablamos de igualdad, equidad de género y derechos de las mujeres?

8 derechos de las mujeres priorizados en la política pública de equidad de género en Bogotá



Derecho a una vida libre de violencias



Derecho a la participación y representación.



Derecho al trabajo en condiciones de igualdad y dignidad.



Derecho a la salud plena.



Derecho a una educación con equidad.



Derecho a una cultura libre de sexismo



Derecho al hábitat y a una vivienda digna



Derecho a la convivencia con equidad de género

Fuente: Secretaría de la Mujer, Acuerdo 584 de 2015

5

¿De qué **NO** hablamos cuando hablamos de igualdad, equidad de género y derechos de las mujeres?

"Las mujeres quieren ser superiores a los hombres."

"La equidad de género beneficia solo a las mujeres."

"Los hombres son culpables de todo."

"El enfoque de género se reduce a hablar de ellos y ellas."

"Solo las mujeres pueden promover políticas de equidad de género."

"Tener mujeres en el poder asegura que se promoverá la equidad de género."

6

¿Por qué es importante hablar de igualdad de género y derechos de las mujeres en Bogotá?

La igualdad de género es un **derecho humano fundamental** y uno de los Objetivos de Desarrollo sostenible (ODS 5)

Es esencial en **todos los ámbitos de una sociedad sana**: desde la reducción de la pobreza hasta la promoción de la salud, la educación, la protección y el bienestar de las niñas y los niños.

Las mujeres **vivimos la ciudad** de una forma particular.

La **inversión** en programas que mejoran las actividades generadoras de ingresos para las mujeres puede generar unos beneficios de 7 dólares por cada dólar gastado.

Bogotá ha sido pionera en darle preponderancia a la igualdad de género y los derechos de las mujeres. Aunque ha habido avances muy importantes, persisten **retos inmensos**.

Fuente: UN SDG 5

7

¿Por qué es importante hablar de igualdad de género y derechos de las mujeres en Bogotá?

El **52,2%** de las personas que viven en Bogotá son mujeres.*

En **4 de los 7 tipos de violencias**, Bogotá presenta la **primera o segunda tasa más alta**, con respecto a las 5 ciudades más grandes del país.*****

Mientras los hombres dedican en promedio 12 horas semanales al cuidado, las mujeres dedican **27**. Por cada hora que un hombre dedica al cuidado una mujer dedica **2.25 horas**.**

En promedio, por cada **100 pesos** que se gana un hombre recién graduado, una mujer se gana 88,3 pesos.***

Con respecto a los hombres, más mujeres****:

- se sienten **inseguras** (61% vs 53%)
- usan más **TransMilenio y SITP** (53% vs 45%)
- sienten que sus **tiempos de viaje** han aumentado (63% vs 58%)
- se sienten insatisfechas con el **espacio público** (39% vs 33%)

Fuente: *DANE Censo General 2018. **Cuenta satélite Economía del Cuidado). ***presentación Cristina Vélez en la Universidad de Harvard, Observatorio Laboral para la Educación, Ministerio de Educación Nacional, 2016. ****Bogotá Cómo Vamos 2018 ***** Presentación Secretaría de la Mujer 2019

8

¿Qué dice la política pública y el marco normativo?



- Convención sobre la eliminación de todas las formas de discriminación contra la mujer, 1979
- Plataforma de Acción de Beijing, 1995



- Política Pública Nacional de Equidad de género para las Mujeres, 2013
- Plan Integral para garantizar a las mujeres una vida libre de violencias, 2013



- Política Pública de Mujeres y Equidad de Género (Decreto 166 de 2010)
 - Acuerdo 584 de 2015: lineamientos y disposiciones
 - Plan de Igualdad de Oportunidades para la Equidad de Género
 - Planes Sectoriales de Transversalización
- Acuerdo 703 de 2018: Sistema SOFIA
- Acuerdo 740 de 2019, art 5: Alcaldías Locales
- Pacto por el reconocimiento e inclusión de los derechos de las mujeres firmado por Alcaldes y Alcaldesas locales (2019)
- Circular 18 de 2016: lineamientos para la inversión local

9

¿Qué dice la política pública y el marco normativo?



Política Pública de Mujeres y Equidad de Género (Decreto 166 de 2010)

Reconocer, garantizar y restablecer los derechos de las mujeres que habitan en el Distrito Capital, de manera que se modifiquen de forma progresiva y sostenible, las condiciones injustas y evitables de discriminación, subordinación y exclusión que enfrentan las mujeres en los ámbitos público y privado, promoviendo la igualdad real de oportunidades y la equidad de género en el Distrito Capital



Lineamientos y Disposiciones (Acuerdo 584 de 2015)

Enfoque de Derechos de las Mujeres

Enfoque Diferencial

Enfoque de Género

Fuente: Decreto 166 de 2010

10

¿Qué dice la política pública y el marco normativo?



Acuerdo 740 de 2019, Art. 5

Incluye el sector Mujer dentro de las inversiones complementarias incluidas en las competencias de los alcaldes locales



Acuerdo 703 de 2018

Actualiza el Sistema Distrital de Protección Integral de Protección Integral a las Mujeres Víctimas de Violencias SOFIA



Pacto por el reconocimiento e inclusión de los derechos de las mujeres*

Recomendaciones:

- Realización de balances anuales sobre los temas del Sector.
- Fortalecimiento a las organizaciones de mujeres y generación de condiciones óptimas para su incidencia.
- Fortalecimiento a los Comités Operativos Locales de Mujer y Género, COLMYG
- Implementación del uso de lenguaje incluyente y no sexista, según el acuerdo 381 de 2009, a las Mujeres Víctimas de Violencias SOFIA

*Este pacto deberá ser renovado con los nuevos alcaldes y alcaldesas

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¿Cómo se ha abordado este tema en la Alcaldía de Claudia López?

Propuestas

- Prevención y atención de las violencias contra las mujeres, las niñas, los niños y los adolescentes
- 7 centros de prevención, protección y Convivencia
- Ampliación de capacidad de casas refugio
- Cambio cultural y rechazo al machismo
- Equidad de género e intergeneracional

Acuerdo programático con mujeres

1. Territorial, social y cultural
2. Igualdad de oportunidades
3. Promover un enfoque de economía del cuidado
4. Primero empleos de las mujeres
5. Combatir las violencias
6. Derechos sexuales y reproductivos
7. Familias como espacios democráticos y de construcción de paz

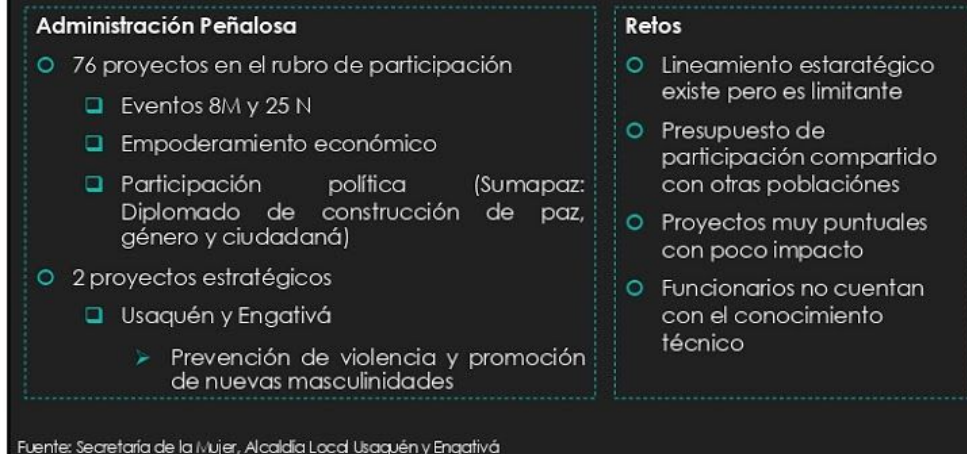
12

¿Cómo funciona el sector mujer en Bogotá?



13

¿Cómo funciona el sector mujer en Bogotá?



14

¿Cómo aterrizar el enfoque de género, diferencial y de derechos de las mujeres a los planes locales?

Ventanas de oportunidad

Presupuestos Participativos
Decreto 768 de 2019

Plan de Desarrollo
con base en
ODS (# 5
Empoderamiento de
las mujeres e
igualdad de género)

Participación de
mujeres en el
proceso consultivo
del POT

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¿Cómo aterrizar la equidad de género?

En la planeación y formulación de proyectos

- Transversalización a todos los sectores
- Proyectos con enfoque de género
 - Parques
 - Centros infantiles
 - Escuelas deportivas
 - Espacios de participación
- Planeación y presupuestos participativos que incluyan la voz de las mujeres en toda su diversidad (apoyarse en COLMYG)
- Analizar datos de forma desagregada y caracterizar a las mujeres de la localidad
- Espacios públicos inclusivos, que reconozcan los usos diferenciados
- Enfoque en el cuidado

Fuente: eu Gender Mainstreaming Guide, Urbact Gender Equal Cities

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¿Cómo aterrizar la equidad de género?

Al interior de la Alcaldía Local

- Equipos paritarios
- Capacitación a equipos en todos los sectores para incorporar enfoque de género en los diferentes sectores
- Promover equidad de género en la búsqueda de proveedores
- Lenguaje no discriminatorio

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¿Cómo aterrizar la equidad de género?



Fuente: eu Gender Mainstreaming Guide

18

Manos a la obra

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Plan de Desarrollo Local con Enfoque de Género



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Experimento con la metodología PDIA



La Adaptación Iterativa para la Resolución de Problemas (PDIA por sus siglas en inglés) ayuda a desglosar problemas hasta las raíces de sus causas, identificar sus puntos de acceso, buscar posibles soluciones, tomar acciones, reflexionar sobre lo que has aprendido, adaptar y luego actuar de nuevo.

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Experimento con la metodología PDIA

Reto (Opción 1): Las Alcaldías Locales no tienen margen para impactar los problemas que más afectan a las mujeres.

Reto (Opción 2): Identificar el principal problema que enfrentan las mujeres en mi localidad

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Herramientas

Equidad de género

- <http://www.bogotacomovamos.org/documentos/una-ciudad-en-deuda-con-las-mujeres-informe-especial/>
- <https://www.un.org/sustainabledevelopment/es/gender-equality/>
- [https://www.youtube.com/watch?v=\\$K5J7u1DzEs](https://www.youtube.com/watch?v=$K5J7u1DzEs)

Transversalización

- <http://www.sdmujer.gov.co/sites/default/files/documentos/Presentacion%2027-06-2019%20SDMujer.pdf>
- <https://urbact.eu/gender-equal-cities>
- <https://nacionesunidas.org.co/herramientasdegenero/transversalizacion-de-genero-politicas-publicas/>
- https://www.youtube.com/watch?v=kRXh9vtl_3A
- <http://www.equidadmujer.gov.co/ejes/Documents/Informe-transversalizacion-genero-Colombia.pdf>
- <https://ejge.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming> (inglés)

Presupuestos sensibles al género

- <https://colombia.unwomen.org/es/biblioteca/publicaciones/2017/03/presupuestos-sensibles-genero>
- <https://www.youtube.com/watch?v=mquOclPJYPs> (inglés)

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Herramientas

PDIA

- <https://bsc.cid.harvard.edu/files/bsc/files/20190311-pdiatoolkit-spanish-final.pdf>

Me Nuevo Segura

- <https://drive.google.com/file/d/13Cl4sBQkNTtrEM18IUUZSHIO8MwkGcm/view?usp=sharing>

Reportes Violencias basadas en Género 2019

- <https://drive.google.com/file/d/1rChYuTkmltpZKp-yR8Rfx8dR2sMCsz/view?usp=sharing>

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MUCHAS GRACIAS

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G. TOOLS - Guidelines for Local Strategic Plans

ES CON ACCIONES - Lineamientos para incorporar el enfoque de género en los Planes Estratégicos de Visión Local

La ciudad deberá ser un derecho para mujeres, jóvenes y demás poblaciones tradicionalmente segregadas, las cuales deberán tener representación digna en las políticas, planes, programas y proyectos que se ejecuten dentro de las diferentes administraciones locales.

Incorporar enfoques de género, diferencial y de derechos permite reconocer que estas poblaciones viven la ciudad de forma particular. Integrar estos enfoques en todas las fases -participación, planeación, diseño, implementación y evaluación- dentro de la promoción de igualdad de género será de gran ayuda para la lucha contra las diferentes formas de desigualdad y violencia hacia poblaciones en situación de vulnerabilidad o rechazo. La inclusión y participación efectiva dentro de la toma de decisiones dentro de la comunidad les dará voz dentro de este proceso de construcción de comunidad.

A partir de lo anterior, se deberán diseñar campañas y jornadas que promuevan el buen trato, fortaleciendo el reconocimiento de las diferencias creando un ambiente más seguro y tranquilo para la tranquilidad de la comunidad. Promover el desarrollo integral de la mano de la regulación social eliminando el racismo, machismo y cualquier otro tipo de discriminación, para así lograr un verdadero cambio cultural donde todos se sientan parte de una comunidad. Así mismo, alcanzar la igualdad entre los géneros y el empoderamiento de todas las mujeres y niñas promoviendo una integración real de comunidad. Finalmente, las oficinas de las Alcaldías Locales tienen el potencial de liderar con el ejemplo al formar equipos diversos, que cuente con capacidades para hacer su trabajo con base en los tres enfoques.

En resumen, tres formas en las que pueden incluir enfoque de género en los planes de forma transversal :

1. Aprovechar **espacios de participación ya existentes** para que las voces de las mujeres en su diversidad sean escuchadas. Esto incluye espacios formales generales (ej: Comités Locales de Participación), espacios específicos para temas de género (ej: COLMYG) e instancias no formales (ej: grupos, organizaciones y colectivos de mujeres)
2. **Sensibilizar y capacitar al equipo de la Alcaldía** para incorporar enfoque de género en todas las etapas de los proyectos y políticas, desde la recolección de datos hasta la medición, pasando por la planeación, el diseño y la implementación. Hacer siempre la pregunta: ¿cómo afecta este problema/solución a las mujeres? ¿Afecta a diferentes mujeres de diferente forma (ej. mujeres mayores, mujeres transgénero)?
3. Hacer de la **Alcaldía un ejemplo de trabajo** paritario y equitativo (equipo paritario, lenguaje inclusivo, contratación con enfoque de género)

H. Tools Assessment

	Conditions	Workshop		Guidelines Strategic Vision Plan		1-1 Consultations	
Conditions	Modular	3	The workshop had three components: theory and concepts, workshop and tools. The first one provides the grounding ideas, the second one adapts that theory to practice and the third one offers resources for those who want to go learn more about a topics.	2	The document provides a very general idea. However, the document is complementary to the presentation which already includes useful additional resources.	3	Because the consultations were semi-structured, they allowed for the conversation to go as deep and broad as the participant wanted to go.
	Meet-them-where-they-are	1	Although the session did with basic concepts, it did not question anybody's biases around gender. It was also paradoxical to talk about these topics in a room where women were not equally represented.	2	It uses abstract and high-level concepts that are not evident for everybody.	3	The one-on-one space surfaced conversations on biases and challenges around gender.
	Practical	2	The session highlighted practical examples. However, we didn't get to 7:13do the practical, hands-on exercises.	2	The guidelines provide some examples, but they stay at a general level.	2	Participants asked questions about specific policies and projects. However, these remain somehow abstract (a park, a library).
	Context Specific	3	It included examples from projects developed by previous Mayors, as well as a detailed description of the policies and norms.	1	It doesn't illustrate how the principles translate to the specificities of the districts.	3	This is the only tools that allows a focus on each district separately.
	Complementary	2	The session gave concrete examples of policies from different sectors. However, it didn't speak to topics from previous sessions.	3	The guidelines are transversal to different sectors at a general level.	2	Depending on the interest of the participant, the consultation touched on other topics from the training. However, I don't have a technical knowledge on topics like urban planning or security.
	Total	11		10		13	

I. Ethics and Transparency Statement

This project followed ethical standards throughout the whole process. I identified three potential risks: political affiliation of the client, interviews and workshop.

1. *Political affiliation (medium)*: As a Congresswoman, Juanita Goebertus has a political position. She belongs to the party of the recently-elected Mayor of Bogota. Some of the interviewees belong to different parties or have other political allegiances. I was transparent about the scope and goal of the project, and explained what ECA is.
2. *Interviews (low)*: Running interviews was central for understanding how local government works in practice and identifying the main barriers. The questions were mostly technical, based on the professional experience of the participants. I took written notes and avoided identifying interviewees by name or using direct quotes. All participants agreed to have their names included in the technical appendix. I didn't provide any monetary compensation for the interviews. I committed to sending a version of the final product to the interviewees.
3. *Workshop (medium)*: This PAE had the particularity of including not only analysis and recommendations, but also implementation. The workshop was one of the tools I developed as part of the project. There was a risk associated with doing a workshop with people participating in an on-going electoral process. I assumed this endeavor with all responsibility. I was transparent about the process and the research I was conducting, I made sure that the information I gave them was accurate, and I was open about acknowledging when I didn't have an answer.

This project was possible thanks to the financial support from the Ash Center for Democratic Governance and Innovation (2,000 USD) and the Women and Public Policy Program (700 USD). These resources funded traveling and logistical expenses of two trips to Bogota to conduct interviews and workshops, and the graphic design of the final report. I did not receive any monetary compensation from Juanita Goebertus' Legislative Unit nor the Congress of Colombia.